

CITY OF FRESNO SOCIAL GOALS AND POLICIES

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

APR 5 1995

UNIVERSITY OF CALIFORNIA

**ADOPTED
SEPTEMBER 21, 1993**

PREPARED BY:

CALIFORNIA STATE UNIVERSITY, FRESNO

CENTER FOR DATA ANALYSIS, RESEARCH, & TRAINING

SOCIAL RESEARCH LABORATORY

SCHOOL OF HEALTH & SOCIAL WORK

**-Ben Cuellar, Ph.D.
-Timothy Fahey, MSW
-Richard D. Ford, MSW**

SCHOOL OF SOCIAL SCIENCES

**-Edward Nelson, Ph.D.
-Robert Palacio, Ph.D.**

95 00230

CITY OF FRESNO SOCIAL GOALS AND POLICIES

**ADOPTED BY
THE
CITY OF FRESNO**

**PREPARED BY
CALIFORNIA STATE UNIVERSITY, FRESNO**

**CENTER FOR DATA ANALYSIS,
RESEARCH, & TRAINING**

SCHOOL OF HEALTH & SOCIAL WORK

**-Ben Cuellar
-Timothy Fahey
-Richard D. Ford**

SOCIAL RESEARCH LABORATORY

SCHOOL OF SOCIAL SCIENCES

**-Edward Nelson
-Robert Palacio**

SEPTEMBER 21, 1993

A RESOLUTION OF THE COUNCIL OF
THE CITY OF FRESNO ADOPTING THE
CITY OF FRESNO SOCIAL GOALS AND POLICIES

WHEREAS, the league of California Cities adopted a policy in 1973 urging Cities to adopt social goals and policies in order to exercise their social responsibilities through an organized process; and

WHEREAS, the City of Fresno Social Goals and Policies document is a vehicle by which these concerns are addressed; and

WHEREAS, the City of Fresno has had a long history of support for the provision of social services to its residents; and

WHEREAS, the City of Fresno is experiencing rapid population growth, a changing ethnic diversity, shifting demographics and uncertain resources to meet human service needs; and

WHEREAS, the City Council has recognized in this situation the need for and analysis of social problems and the development of social goals and policies.

WHEREAS, the main purposes of this effort are as follows: To define the role and responsibility of the City as it relates to the development of a written social strategy.

To provide goals and policies to address social issues and problems.

To establish guidelines which will assist the City Council regarding local human service funding criteria.

PASSED _____

EFFECTIVE _____

9/21/93

To serve as a guideline for the subsequent formulation of a new social program and the evaluation of existing social programs.

WHEREAS, the Social Goals and Policies were prepared under consultant contract, with assistance from City staff and a 23-member Citizens Advisory Committee, and with substantial public input, and were initiated by the Fresno City Council on June 15, 1993; and

WHEREAS, the Fresno City Planning Commission, at its Meeting of August 18, 1993, adopted Resolution No. 10544 recommending adoption of the City of Fresno Social Goals and Policies; and

WHEREAS, the Council of the City of Fresno, on September 21, 1993, held a duly noticed public hearing to consider the draft Social Goals and Policies and at the public hearings considered all information contained in the draft Social Goals and Policies and all written and oral evidences and testimony related thereto; and

WHEREAS, the Social Goals and Policies have been environmentally assessed and a negative declaration has been filed; and

WHEREAS, the Council of the City of Fresno based on its own review, analysis, and investigation, finds that the Social Goals and Policies comply with the requirements of the state law.

NOW THEREFORE BE IT RESOLVED that the City Council finds and determines that there is no substantial evidence in the record that the City of Fresno Social Goals and Policies may have a

significant effect on the environment and approves the Negative Declaration No. 91-47 as attached; and

BE IT FURTHER RESOLVED, that the Council of the City of Fresno has reviewed and considered the information contained in the draft City of Fresno Social Goals and Policies and does hereby approve and adopt the document as depicted in the staff report.

CLERK'S CERTIFICATE

STATE OF CALIFORNIA)
COUNTY OF FRESNO) ss.
CITY OF FRESNO)

I, JACQUELINE L. RYLE, City Clerk of the City of Fresno, certify that the foregoing ordinance was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 21st day of September, 1993.

APPROVED AS TO FORM
CITY ATTORNEY'S OFFICE

BY:  9/17/93

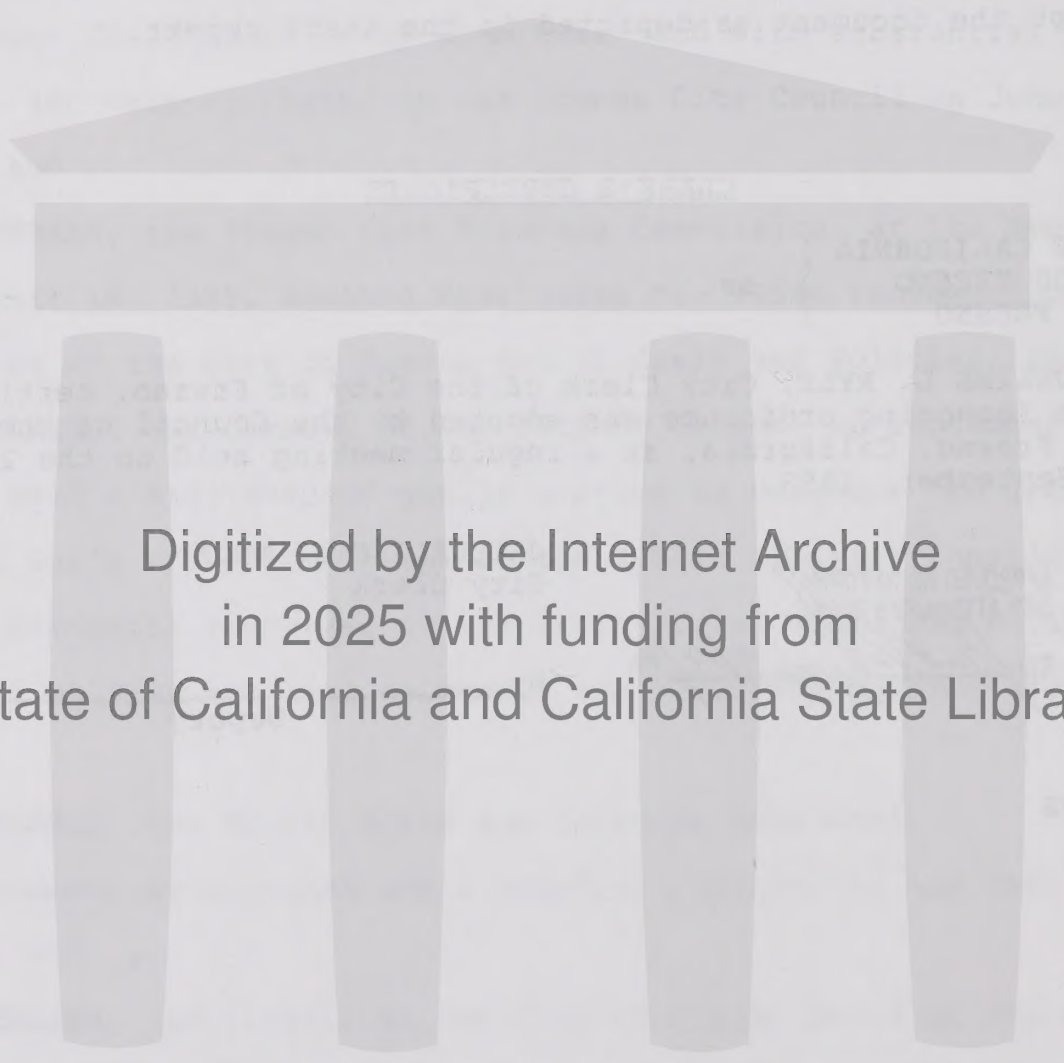
DEPUTY

JACQUELINE L. RYLE
City Clerk

By _____

Deputy

LJ:vs
1677+/LJ8



Digitized by the Internet Archive
in 2025 with funding from
State of California and California State Library

<https://archive.org/details/C124908434>

Initial Study is on file in the Development Department
Room 103 - City Hall - 2326 Fresno St. - Fresno, CA 93721
(209) 488-4441

Environmental
Assessment Number
91-47

RECEIVED

Applicant CITY OF FRESNO
DEVELOPMENT DEPARTMENT
PLANNING SECTION
LOIS JOHNSON

Assessor's Parcel No.

MAY 20 PM 4:59

Project Description and Location

Social Element proposed to be incorporated into the City's adopted General Plan. It consists largely of a community profile identifying demographic, statistical, and social data, as well as goals and policies to address identified social problems.

CITY CLERK
FRESNO, CALIF.
Filed with
JACQUELINE L RYLE,
City Clerk
2nd Floor - City Hall
2326 Fresno Street
Fresno, CA 93721

The proposed project has been evaluated with respect to each item on the attached environmental checklist. This completed checklist reflects comments of any applicable responsible agencies and research and analysis conducted to examine the interrelationship between the proposed project and the physical environment. The information contained in the Environmental Assessment Application, the checklist, and any attachments to the checklist, combine to form a record indicating that an initial environmental study has been completed in compliance with the State CEQA Guidelines and the California Environmental Quality Act.

Any rating of "2" on the checklist indicates that a specific adverse environmental effect has been identified in a category which is of sufficient magnitude to be of concern. Such an effect may be inherent in the nature and magnitude of the project or may be related to the design and characteristics of the individual project. Effects rated in this manner are not sufficient in themselves to require the preparation of an Environmental Impact Report and/or have been mitigated to the extent feasible.

All new development activity and many non-physical projects contribute directly or indirectly toward a cumulative impact on the physical environment. The incremental effect contributed by this project toward such a cumulative effect is not considered substantial in itself.

The proposed project is not expected to result in any significant adverse effects in terms of the factors considered on the environmental checklist, including any such factors for which minor effects have been identified. Cumulative effects of a significant nature are also not expected. The proposed project will not result in any adverse effects which fall within the "Mandatory Findings of Significance" contained in Section 15065 of the State CEQA Guidelines. The finding is therefore made that the proposed project will not have a significant adverse effect on the environment.

This Negative Declaration will be deemed final and effective if no appeal is filed in the manner specified by Section 12-513 of the Fresno Municipal Code.

Initial Study Prepared By:
Joan Da Cruz, Planner II

Submitted By:
Rayburn R. Beach, Jr.
Senior Planner

Date: May 20, 1991

Rayburn R. Beach, Jr.

Potential Environmental Effects

EA NO. 01-47

- 1.0 TOPOGRAPHIC, SOIL, GEOLOGIC CONSIDERATIONS
 - 1 1.1 Geologic hazards, unstable soil conditions
 - 1 1.2 Adverse change in topography or ground surface relief
 - 1 1.3 Destruction of unique geologic or physical features
 - 1 1.4 Increased water erosion
- 2.0 AIR QUALITY
 - 1 2.1 Substantial indirect source of pollution (large vehicle generator)
 - 1 2.2 Direct on-site pollution generation
 - 1 2.3 Generation of objectionable odors
 - 1 2.4 Generation of dust except during construction
 - 1 2.5 Adverse local climatic changes
- 3.0 WATER
 - 1 3.1 Insufficient ground water available for long-term project use
 - 1 3.2 Use of large quantities of ground water
 - 1 3.3 Wasteful use of ground water
 - 1 3.4 Pollution of surface or ground water supplies
 - 1 3.5 Reduction in ground water recharge
- 4.0 PLANT LIFE
 - 1 4.1 Reduction of the numbers of any unique, rare, or endangered species
 - 1 4.2 Reduction in acreage of agricultural crop
 - 1 4.3 Premature or unnecessary conversion of prime agricultural land
- 5.0 ANIMAL LIFE
 - 1 5.1 Reduction in the numbers of any rare, unique, or endangered species
 - 1 5.2 Deterioration or displacement of valuable wildlife habitat
- 1 6.0 HUMAN HEALTH
- 7.0 NOISE
 - 1 7.1 Increases in existing noise levels
 - 1 7.2 Exposure to high noise levels
- 8.0 LIGHT AND GLARE
 - 1 8.1 Production of glare which will adversely affect residential areas
 - 1 8.2 Exposure of residences to high levels of glare
- 9.0 LAND USE
 - 1 9.1 Incompatibility with adopted plans and policies
 - 1 9.2 Acceleration of growth rate
 - 1 9.3 Induces unplanned growth
 - 1 9.4 Adverse change in existing or planned area characteristics
- 10.0 TRANSPORTATION AND CIRCULATION
 - 1 10.1 Generation of vehicle traffic sufficient to cause capacity deficiencies on existing street system
 - 1 10.2 Cumulative increase in traffic on a major street for which capacity deficiencies are projected
 - 1 10.3 Specific traffic hazard to motorists, bicyclists, or pedestrians
 - 1 10.4 Routing of non-residential traffic through residential area
 - 1 10.5 Insufficient or poorly located parking
 - 1 10.6 Substantial increase in rail and/or air traffic
- 11.0 URBAN SERVICES
 - 1 11.1 Availability of fire protection
 - 1 11.2 Lack of emergency vehicle access
 - 1 11.3 Adequacy of design for crime prevention
 - 1 11.4 Overcrowding of school facilities
 - 1 11.5 Availability of water mains of adequate size
 - 1 11.6 Availability of sewer lines of adequate capacity
 - 1 11.7 Availability of storm water drainage facilities (on or off site)
 - 1 11.8 Availability of adequate park and recreation areas
 - 1 11.9 Unusually high solid waste generation
- 12.0 HAZARDS
 - 1 12.1 Risk of explosion or release of hazardous substances
 - 1 12.2 Site subject to flooding
 - 1 12.3 Adverse change in course of flow of flood waters
 - 1 12.4 Potential hazards from aircraft accidents
 - 1 12.5 Potential hazards from landfill and/or toxic waste sites
- 13.0 AESTHETICS
 - 1 13.1 Obstruction to public or scenic vista or view
 - 1 13.2 Creation of aesthetically offensive conditions
 - 1 13.3 Removal of street trees or other valuable vegetation
 - 1 13.4 Architectural incompatibility with surrounding area
- 14.0 HISTORICAL/ARCHAEOLOGICAL
 - 1 14.1 Removal of historic building, disruption of archaeological site
 - 1 14.2 Construction or activity incompatible with adjacent historic site
- 15.0 ENERGY
 - 1 15.1 Use of substantial amounts of fuel or energy
 - 1 15.2 Substantial increase in demand upon existing sources of energy
 - 1 15.3 Wasteful use of energy

SEE REVERSE SIDE FOR EXPLANATION OF RATINGS

SOCIAL GOALS AND POLICIES CITIZENS' ADVISORY COMMITTEE

Cyndie Adame

Richard Arndt

Reverend Paul Binon

Roselyn Clark

Joe Dixon

Kathleen Goodman

Tino A. Guevara

Nancy Hosler

Joe Hoyt

Bob Martin

Ronald McNair, Vice Chair

Luisa Medina

Les Monett

Leslie Moore

Betty Ramacher, Chair

Peter Rivera

Joseph Sacks

Janet Phelps Samuelian

Kehinde Solwazi

Consuelo Sterling

Robert W. Tyrcha

Valerie Valverde

Lisa Wiebe

STAFF

Alvin Solis, Director, Development Department

Nick Yovino - Development Manager

Lois Johnson - Supervising Planner

Fred McCray, Deputy Manager

Parks, Recreation, and Community Services Department

TABLE OF CONTENTS

	PAGE
INTRODUCTION	1
I. <u>Executive Summary Of Recommendations</u>	7
II. <u>Documentation of Need</u>	
Summary of Sphere of Influence (Citizen) Survey	24
Summary of Social Service Provider Survey	26
Summary of the Fresno City Community Profile	31
III. <u>Social Goals and Policies</u>	
Population Growth and Environmental Problems	42
Employment and Economic Development	43
Poverty	45
Crime and Enforcement	46
Substance Abuse	48
Family Well-Being	50
Children and Youth	52
Aging	54
Education	55
Health	57
Diversity	59
Refugees and Immigration	60
Planning and Coordination	62
IV. <u>Implementation</u>	
Social Effects Statement	67
Suggested Criteria for Social Service Funding	68
Recommended Roles for Ongoing City Involvement	70
<u>APPENDICES</u>	
A. Report of Fresno Sphere of Influence (Citizen) Survey	77
B. Sample Citizen Questionnaire	91
C. Report of the Social Service Provider Survey	103
D. Sample Provider Questionnaire	137
E. Report on the Fresno City Community Profile	157

INTRODUCTION

INTRODUCTION

The League of California Cities adopted a policy in 1973 urging cities to adopt social goals and policies in order to exercise their social responsibilities through an organized process. The City of Fresno Social Goals and Policies document is a vehicle by which these concerns are addressed.

While not mandated by legislation, several California cities have adopted social goals and policies. Seven of these have adopted social elements into their General Plans. They are: Claremont, Monterey, Newark, Pasadena, Planada, Thousand Oaks, and Whittier. Most cities, however, continue to limit human/social services to police, fire, emergency, recreation, and some cultural activities.

Fresno has had a long history of support for the provision of social services to its residents. Its involvement in the anti-poverty programs, model cities, and revenue sharing make the adoption of Social Goals and Policies a logical progression. The city's social strategy, in such form, is completely subject to home rule and not tied to rigid State or Federal mandates, but solidifies local processes for identifying and dealing with social issues.

The City of Fresno is experiencing rapid population growth, a changing ethnic diversity, shifting demographics, and uncertain resources to meet human service needs. The City Council has recognized in this situation the need for an analysis of social problems and the development of social goals and policies.

Based on the direction provided by the City Council, the Development Department produced a "Request for Proposal" (RFP) for the development of a Social Goals and Policies document. The main purposes of this effort are as follows:

- 1) To define the role and responsibility of the city as it relates to the development of a written social strategy.
- 2) To provide goals and policies to address social issues and problems.
- 3) To establish guidelines which will assist the City Council regarding local human service funding criteria.
- 4) To serve as a guideline for the subsequent formulation of new social programs and the evaluation of existing social programs.

Subsequent to a competitive Request for Proposal (RFP), the city awarded a contract to the California State University, Fresno Foundation for the preparation of the Social Goals and Policies document. A consultant team from the Center for Data Analysis, Research, and Training and the Social Research Laboratory at CSUF conducted a comprehensive needs assessment, using a series of agency interviews and citizen telephone surveys to document the city's social needs and citizen concerns.

Four documents were produced from the needs assessment process. They form the major background data for the recommendations in the Social Goals and Policies document and include:

- 1) A Fresno Sphere of Influence (Citizens) Survey conducted in the spring of 1990 to determine what a representative sample of residents perceived to be the most pressing problems facing their community and what could be done to improve the situation.
- 2) A Social Service Provider Survey conducted in the fall of 1990 to determine what a sample of social service providers considered the most critical problem confronting the community.
- 3) A community profile identifying demographic, statistical, and social data which document the current level and rate of changes of social problems in the City of Fresno.
- 4) A Social Service Directory identifying over two hundred services and programs addressing the social needs of Fresno residents.

A Citizens' Advisory Committee was appointed by the City Council to assist in identifying community issues, problems, and desires, and to review with city staff the recommendation of the consultants for the Social Goals and Policies. Nine meetings were held over a period of fourteen months, resulting in the identification of twelve major social concerns facing the City of Fresno.

- 1) POPULATION GROWTH AND ENVIRONMENT
- 2) EMPLOYMENT AND ECONOMIC DEVELOPMENT
- 3) POVERTY
- 4) CRIME AND ENFORCEMENT
- 5) SUBSTANCE ABUSE
- 6) FAMILY WELL-BEING
- 7) CHILDREN AND YOUTH
- 8) AGING
- 9) EDUCATION
- 10) HEALTH CARE
- 11) DIVERSITY
- 12) REFUGEES AND IMMIGRATION

In addition, the need for a better strategy to address these issues and for better coordination among social service providers were also identified.

These interrelated issues have been examined as part of the Social Strategy development process. Each of the issues have been separated into individual sections with overviews, problem statements, findings and recommended goals and policies. These goals and policies emerge from careful examination and review of the aforementioned survey data and community profile information. The recommendations are also shaped by a commitment to the following guiding principles.

- 1) The city should seek to maintain a "quality of life" which produces healthy human growth and development.
- 2) The city should assure that the diversity and pluralism of the population are recognized and respected.
- 3) The city should continue to fund private, non-profit community-based agencies and organizations which provide high quality services meeting identified priority needs.
- 4) The city should participate in and support community-based efforts to solve new and emerging social problems.
- 5) The city should seek to eliminate unnecessary duplication of effort and services in the area of human need.

The Social Goals and Policies document is divided into four main sections: Section One is an executive summary which lists the major issues and the related goals and policies; the documentation of need containing a summary of the citizen and provider surveys and community profile data is found in Section Two. Section Three provides the recommended social goals and policies with supportive data. The social effects statement, criteria for funding social services, and the roles of the city in ongoing social strategies are located in Section Four. The document also includes an introduction and an appendix which contains the full report of the citizen's survey, provider survey, and community profile.

The Social Goals and Policies document identifies the current status of social problems, issues, and community concern. These issues affect the physical, socioeconomic, and psychological conditions of the community. It should be recognized that no single institution or level of government, on its own, is capable of resolving the complex nature of these social issues. Consequently, as a result, the social problems, issues, and concerns challenging the City of Fresno require a multi-dimensional approach involving and combining the resources of the city, county, state, and federal governments, as well as, civic, private, community-based organizations, business, and industry.

In addition to resources, active participation represents another essential component for resolving the social issues and concerns confronting the city. Involvement of elected officials from the city, county, state, school boards, civic and professional organizations, and the general public reflects a required ingredient for success. The City of Fresno can play a key role in this endeavor by continuing to provide the leadership needed to address these problems.

As indicated throughout the Social Goals and Policies document, each of the issues identified must be addressed with care, prudence, and an effective strategy. To accomplish this, the development and maintenance of quality services and programs which meet the needs of community residents through Fresno's taxation, regulatory, and legislative decisions must take in to consideration the city's Social Goals and Policies.

Current accurate information and assessment are essential elements in effective leadership. Hence, the Social Goals and Policies should be reviewed and updated periodically and a comprehensive needs assessment conducted on a biannual basis in order to reflect the up-to-date status of the Fresno community.

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY OF RECOMMENDATIONS

In 1989 the Fresno City Council directed the Development Department to produce a Social Goals and Policies document. The department awarded a contract to a team of consultants from California State University, Fresno.

The City Council appointed a Citizens' Advisory Committee to assist the consultants and city staff in the review and analysis of the social issues, data, recommendations, goals and policies set forth in the Social Goals and Policies document. The recommendations, goals, and policies are the result of fourteen months of study, analysis, and discussion. They represent, with some modifications made by city staff, the collective judgement of this dedicated group of citizens.

The Social Goals and Policies document is shaped by a commitment to the following guiding principles:

- 1) The city should seek to maintain a "quality of life" which produces healthy human growth and development.
- 2) The city should assure that the diversity and pluralism of the population are recognized and respected.
- 3) The city should continue to fund private, non-profit community-based agencies and organizations which provide high quality services meeting identified priority needs.
- 4) The city should participate in and support community-based efforts to solve new and emerging social problems.
- 5) The city should seek to eliminate unnecessary duplication of effort and services in the area of human need.

The University Foundation, through the Center for Data Analysis, Research, and Training and the Social Research Laboratory, conducted a comprehensive needs assessment. This assessment included citizens' and social service provider surveys, a community profile, and a social service directory. The resulting needs assessment identified twelve (12) major social issues facing the City of Fresno. In addition, the need for a better strategy to address these issues and for better coordination among social service providers was also identified.

Each of the issues have been separated into individual sections for study and review. The goals and policies of the Social Goals and Policies document emerge from a careful examination of these issues and are as follows:

POPULATION GROWTH AND ENVIRONMENT

Goal

Create and maintain a balance between urban growth and a healthy environment to improve the city's social climate, service delivery and coordination.

Policies

- 1) Continue existing planning endeavors outlined in the City of Fresno's General Plan to bring about an improvement in the physical, environmental, and social condition.
- 2) Carry out ongoing social strategy related activities through the continuation of a bi-annual needs assessment and enhance the existing process for the delivery of social services.
- 3) Develop a monitoring and management strategy to improve the quality of air, water, and land resources.
- 4) Expand the city's existing capability to address issues related to pollution, water, and land resources.
- 5) Seek to establish and/or enhance partnership roles with the county, state, and federal governments in a pro-active effort to effectively manage and regulate local environmental resources.

EMPLOYMENT AND ECONOMIC DEVELOPMENT

Goal

Provide adequate and equal employment opportunities and an enhancement of those economic efforts which contribute to the self-reliance of individuals and families.

Policies

- 1) Stimulate balanced growth (both the location and type of development) which contributes to the stability of the local economy through a rational and planned expansion of economic activities.
- 2) Establish and augment local regulations, ordinances, zoning laws, and other means which facilitate balanced business and industrial growth and assist in improving the quality of life through a diverse economic environment.

- 3) Provide meaningful and sufficient employment opportunities through the retention and expansion of existing industries, coordination of local and regional manpower training activities, and the promotion of job and skill advancement for unemployed, underemployed, and seasonal workers.

POVERTY

Goal

Provide opportunities for all residents to achieve and sustain their independence and self-sufficiency.

Policies

- 1) Augment funding to community-based organizations which provide emergency health and human services to low-income individuals and families within the local social service delivery system.
- 2) Provide funding to community-based organizations which furnish intermediate health and human services to individuals and families in need of transitional care.

CRIME AND ENFORCEMENT

Goal

Create a community environment which promotes and emphasizes the safety of its citizens through both prevention and enforcement activities.

Policies

- 1) Support ongoing endeavors which enhance cooperation and coordination between law enforcement, courts, educational institutions, social service agencies, and community providers at all levels of government.
- 2) Promote the exchange of information, unless otherwise prohibited by law, to improve and enhance service coordination.
- 3) Prioritize the re-funding and expansion of preventative and early intervention programs including diversionary, alternative sentencing, and rehabilitative programs which focus on the underlying causes of crime.
- 4) Support the addition of law enforcement personnel and resources to address identified needs and requirements.

SUBSTANCE ABUSE

Recommended Goal

Develop and participate in the implementation of multidisciplinary approaches which focus on the reduction of substance abuse within the City of Fresno.

Recommended Policies

- 1) Expand strategies and preventative programs which target substance abuse among youth.
- 2) Actively participate in broad based co-ordinated efforts, including those of local school districts, to reduce substance abuse.
- 3) Support and assist in the establishment of substance abuse treatment facilities for both low-income youth and adults.

FAMILY WELL-BEING

Recommended Goal

Establish and enhance the development of conditions which promote a healthy and stable family environment.

Recommended Policies:

- 1) Expand and support the development and maintenance of those strategies and programs designed to reduce the incidence of family violence.
- 2) Expand the opportunities for recreational and social activities which emphasize family participation and support.
- 3) Increase the availability of organized activities within the city's parks, community centers, and schools, particularly those sites located in the low-income areas of Fresno.
- 4) Expand and support the development/maintenance of bilingual and bicultural strategies and programs designed to serve ethnically and culturally diverse families, including accessible parent support and informational programs for families for whom such resources are not currently available.

CHILDREN AND YOUTH

Goal

The City of Fresno should seek to establish those conditions which promote the healthy and stable development and socialization of children and youth.

Policies

- 1) Continue to provide and increase human services to children and youth which foster healthy development and transition into adulthood.
- 2) Increase the level of commitment to collaborative endeavors which focus on reducing the number of at-risk children and youth.
- 3) Lend technical support to local community-based organizations regarding the dissemination of information of fund availability from county, state, federal, and private foundation sources.
- 4) Lend technical support to local community-based organizations to support the pursuit and acquisition of county, state, federal, and private foundation monies for enhancing the delivery of services to children and youth within the City of Fresno.
- 5) Expand and support the development and maintenance of bilingual and bicultural programs designed to serve ethnically and culturally diverse children and youth in Fresno.
- 6) Establish and enhance programs which encourage the involvement of parents, guardians, and other caretakers, as well as civic, business, and other professional organizations in the activities of children.
- 7) Advocate and create opportunities for expanded human services to drug-exposed and HIV positive infants, as well as other abused and neglected children and their families.

AGING

Goal

Enhance the opportunities of the elderly to increase and maintain their independence, maximizing conditions which influence their quality of life.

Policies

- 1) Support the provision and availability of adequate services to meet the needs of elderly residents in Fresno.
- 2) Augment the existing programs and community centers to expand services to the low-income elderly.
- 3) Increase the accessibility and coordination of programs designed to meet the needs of the aged.
- 4) Expand and support the development and maintenance of bilingual and bicultural programs designed to serve ethnically and culturally diverse elderly in Fresno.

EDUCATION

Goal

Develop a leadership role in helping solve school-related problems by working with school districts through the planning process to develop equal and quality educational opportunities for students.

Policy

- 1) Strengthen and support formal planning partnerships with surrounding school districts and focus the evaluation and planning process on the following areas:
 - a) Housing and new housing development decisions and their impact on student population growth in the districts and on existing neighborhood schools.
 - b) Locating facilities and suitable school sites for education-related activities.
 - c) Developing new funding strategies to help solve the problem of student overcrowding and addressing academic financial needs.
 - d) Coordinating resources for students involving the use of school sites, parks, and community centers, the provision of recreation services, and the services of social agencies serving children and youth.

HEALTH

Goal

Facilitate the availability and accessibility of high quality health and mental health care for all residents who need it, regardless of their ability to pay.

Policies

- 1) Encourage and facilitate equitable access to quality health care, particularly for low-income families and individuals by:
 - a) Encouraging the development of health care facilities in the areas of the city in which the need is greatest.
 - b) Emphasizing the need for emergency and crisis intervention health care services.
 - c) Advocating for funding to supplement health services, health education and disease prevention at state and federal levels, as well as through private foundations.
- 2) Encourage and sponsor periodic meetings that include appropriate county, state, and federal representatives, health educators, and health care professionals to address issues such as health education, awareness, accessibility and affordability, health promotion and wellness.

DIVERSITY

Goal

Promote acceptance and understanding of the differences and similarities among the divergent cultural, racial, and religious styles and identities of people who have shaped the Fresno community, and foster the principles of democracy in human relations.

Policies

- 1) Promote ethnic diversity through appointments to commissions and committees sponsored by the city.
- 2) Promote affirmative action in all city employment.

- 3) Advocate for and increase funding to agencies which serve ethnic minorities to enhance the availability of bilingual and bicultural community services.
- 4) Continue current support and coordination of social/community activities that promote and celebrate cultural diversity.
- 5) Foster the principles of a democratic society (through human relations activities).

REFUGEES AND IMMIGRATION

Goal

Increase and facilitate the establishment and maintenance of community support systems which enable displaced individuals and families to make a positive transition and adaptation to a permanent and secure residence.

Policies

- 1) Design and provide support to local programs which focus on helping Southeast Asians, other refugees, and the undocumented population adjust to American culture.
- 2) Continue to provide funding to human service programs which focus on the special needs of low-income Southeast Asians, and the seasonally employed/underemployed undocumented population within Fresno.
- 3) Advocate for and support employment and job training programs designed to maximize economic self-sufficiency among Southeast Asians, other refugee groups, and undocumented workers. Encourage the creation and continuation of manpower programs which focus on both short-term skill enhancement and long-term educational and career development.
- 4) Employ and encourage the expansion of the employment of bilingual/bicultural personnel in local government, services, industry, and business to appropriately meet the needs of the Southeast Asian and undocumented populations.
- 5) Augment existing funding strategies which will increase the availability of services to refugees. Coordinate the enhancement of these strategies with the county, state, and federal governments.
- 6) Seek funding for a comprehensive needs assessment study focusing on the needs and problems of Southeast Asians, other recent immigrants, and the undocumented population, coordinating these efforts with the County of Fresno.

PLANNING AND COORDINATION

Goal

The City of Fresno should continue its departmental planning endeavors and participation in existing community planning and coordination activities.

Policies

- 1) Maintain and enhance the city's involvement in existing planning and coordination endeavors, including current community collaboratives. Emphasize and enhance participation in collaboratives which address and promote inclusion of diverse and disadvantaged groups.
- 2) Consider the potential for duplication before entering into new planning, coordination, committee, and collaborative efforts.
- 3) Continue to require and appoint citizen advisory committees to investigate and assess the potential need for health and human services within the city.
- 4) Support the refunding and expansion of preventative and early intervention programs, including diversionary, alternative sentencing, and rehabilitative programs, which focus on the underlying causes of crime.
- 5) Consider negative social effects along with physical and environmental issues.

In addition to the goals and policies, the Social Goals and Policies document provides an implementation program with the following principle components:

Social Effects Statement

To achieve the long-term resolution of Fresno's current social problems and maximize the successful coordination of its existing resources, the city must develop and utilize necessary criteria and methods to determine, evaluate, and act on major physical, environmental, and social changes. This action, in concert with the appropriate coordination and funding of local human services agencies, will result in a positive impact and social change.

As has been indicated throughout the Social Goals and Policies document, each of the issues identified must be addressed with care, prudence, and an effective strategy. To accomplish this, the development and maintenance of quality services and programs which meet the needs of community residents through Fresno's taxation, regulatory, and legislative decisions must take into consideration the city's social goals and policies.

To achieve the goals and policies outlined in the Social document, the city should adopt the following recommendations to ensure that social issues are continually considered.

- 1) Work with Fresno County and the City of Clovis to jointly pursue the development and applications of an analysis checklist for evaluating the potential negative social effects of local land development proposals, to ensure that social issues are considered along with physical and environmental issues.
- 2) Provide information and assistance to local community groups, service providers, and developers, on request, to enable them to determine the need for additional or new services in the community and/or to improve or expand existing services. The level of service will be subject to budget constraints.
- 3) Develop guidelines for locating human service facilities such as day-care centers, residential care facilities, community services, and youth programs, incorporating such analysis into the next General Plan update.
- 4) Continue to provide certain human services/social services and encourage parties making land use development proposals to address projected needs in these areas.
- 5) The City Council, city departments, and commissions should utilize the social goals and policies in their day-to-day decision making and operations.
- 6) Citizens of special and disadvantaged population groups and from all geographic areas in the City of Fresno should be made aware of, and actively recruited for, openings on city decision-making bodies, including participation on advisory committees, in meetings, and through other community events.

Criteria for Social Service Funding

In evaluating and analyzing the City of Fresno's existing criteria for social service funding, the following guidelines have been developed.

- 1) Funding should be reserved for those programs and services for which there is a clear and delineated need. Successful applicants will be required to document need, in detail, for the city's designated review body.
- 2) Emphasis and funding priority should be placed with those programs which serve city residents.

- 3) Agencies and proposed programs which provide direct service should be given preference over agencies which provide indirect services. Examples of indirect services are coordinating functions, training of professionals, and public education programs.
- 4) Each agency applying for social service funding should be able to demonstrate its distinct provision of service, reflecting in detail how its service is a non-duplication of existing programs or services. Where potential duplication of services is apparent, the applicant must furnish convincing evidence to the review body that the program is in some way unique or that there is a significant and more extensive need for more programs in the area of duplication.
- 5) Agencies applying for City of Fresno funding should be able to clearly demonstrate ongoing efforts toward coordination with related agencies and a high level of utilization of existing community resources.
- 6) Preference should be given to agencies which clearly delineate their service delivery capabilities related to the following three areas: a) the agency's intended use of city funds; b) a clear description of goals and objectives which are realistic and achievable; and c) a reasonable and effective approach to monitoring project progress and evaluating successful service outcomes.
- 7) Agencies with a demonstrated history of service to ethnic minorities, the poor and disadvantaged will be given priority in funding.
- 8) Agencies applying for City of Fresno funding must be able to demonstrate the maintenance of a local board of directors which actively participates in its program and fiscal planning.

Recommended Roles for Ongoing City Involvement

Beyond the actual provision of service, there are a number of other roles which reflect the city's involvement in the provision of services at the local level. These roles reflect the continuum of activity: 1) Service Coordination; 2) Service Facilitation; 3) Program Planning and Implementation; 4) Service Funding; 5) Service Advocacy and Lobbying; 6) Information and Referral; and 7) Service Monitoring and Program Evaluation.

Within the framework for completing a comprehensive strategy for social action, the following list of actions represents a series of activities and responsibilities which the City of Fresno should perform.

- 1) Through the public hearing process, review the city's role in the delivery of human services. Upon completion of public hearings, adopt the Social Goals and Policies document.
- 2) Designate the Development Department and the Parks, Recreation, and Community Services Department as the primary city departments to review all planning from the perspective of the Social Goals and Policies document.
- 3) Adopt a policy that all city funding designated for human services programming, including discretionary funds, be reviewed by the Parks, Recreation, and Community Services Department and the appropriate citizens' advisory body for adherence to the goals and policies of the Social document.
- 4) Annually, prior to the release of social service funding application forms, review staff recommendations for potential updates and enhancements to the city's proposed funding criteria.
- 5) Develop a written procedure that will facilitate incorporation of Social Goals and Policies related criteria into the various city departments' review processes for consideration of physical, environmental or social strategies and development.
- 6) Monitor the need for updates and modifications to the Social Goals and Policies document. Such needs are to be conveyed to the Development Department which has primary responsibility for actual updating.
- 7) Support the development, review and completion of agreements, and monitoring/evaluation of the city's social service funding process.
- 8) Provide technical assistance to human service providers who request assistance in the development of prospective programs or the acquisition of alternative funding.

- 9) Assign the Parks, Recreation, and Community Services Department to maintain primary responsibility for the preparation of social issue reports or analyses requested by the Fresno City Council, the Fresno City Manager's office, or by other city departments.
- 10) Establish an inter-departmental review between various city departments and commissions and the Parks, Recreation, and Community Services Department to conduct comprehensive project analyses of negative social effects and make determinations in relation to the goals and policies of the Social Goals and Policies document.

DOCUMENTATION OF NEED

Introduction

In order to develop meaningful social goals and policies, and criteria for social funding, the following section represents a comprehensive needs assessment. Three independent data gathering methods: 1) a community resident survey; 2) an intensive interview study with community social service providers; and, 3) the development of a community profile, have been used for the collection of data and information regarding local social needs and concerns.

The data and social indicators gathered by these three methods are used in three ways: 1) to describe the Fresno community; 2) to evaluate local conditions; and 3) to recommend policies.

The Fresno Sphere of Influence (Citizen) Survey sets forth the perceived needs and areas of social concern expressed by a representative sample of Fresno residents. The Social Service Provider Survey focused on the perceptions and views of a sample of social service professionals, many of whom are also community leaders. The Community Profile section examined demographic, statistical, and social indicators regarding community conditions.

The combination of these three methodologies, in concert with an ongoing review and discussion by the Social Goals and Policies document Citizens' Advisory Committee, has elicited 12 fundamental areas of community concern. These 12 issues formulated the core factors of the Social document, including an assessment of Fresno's population growth and environment, employment and economic development, poverty, crime and enforcement, substance abuse, family well-being, children and youth, aging, education, health care, diversity, and refugees and immigration. In addition, the need for better planning and coordination among social service providers was identified.

This section presents summaries of findings from the citizen survey, the social service provider survey, and the community profile. The complete reports of the citizen survey, the social service provider survey, and the community profile are located in the Appendices.

FRESNO SPHERE OF INFLUENCE SURVEY

Summary

A community survey of the Fresno sphere of influence was conducted during the spring of 1990. Telephone numbers were selected randomly in order to reach those with unlisted numbers and those new to the community. In order to obtain a large enough sample of African American households, prefixes containing a larger proportion of African American households were oversampled.

All non-Caucasian households in this oversample were included. In order to correct for the oversampling of non-Caucasian households, appropriate weights were applied to the data. The final sample consisted of 461 completed interviews which represented a 52.1 percent completion rate.

The goals of the survey were to determine what a representative sample of residents living within the Fresno sphere of influence perceived to be the most pressing problems facing their community and what they thought the city could do to lessen these problems.

Respondents indicated a high level of satisfaction with both Fresno as a community and with their neighborhood. Approximately 83 percent were very or somewhat satisfied with Fresno as a place to live and 75 percent were very or somewhat satisfied with their neighborhood. At the same time, respondents were very concerned with a broad range of problems.

Over one-half (58%) of all respondents felt that crime and drugs were one of the most pressing problems in their community, and over one-third (36.6%) felt that environmental concerns were one of the most pressing problems. Over ten percent felt that traffic and roads (15.8%), education (13.2%), population and planning (12.1%), quality of public officials (10.6%), and the economy and jobs (10.4%) were one of the most pressing problems.

It is not unusual to find individuals reporting high levels of satisfaction and large numbers of problems. Americans generally indicate high levels of satisfaction with most areas of their lives. However, when attention is focused on specific problem areas, high levels of concern are evident. It is not contradictory to feel high levels of overall satisfaction, while at the same time report high levels of concern with particular areas.

While crime/drugs and environmental concerns were the most frequently cited community problems, this does not mean that respondents were not concerned with other problems.

When respondents were given a list of eleven specific areas (unemployment, affordable housing, health care, refugee resettlement services, education, child care, problems of the aging, ethnic and racial conflict, drug babies, youth gangs, family violence), at least one-third of all respondents reported being extremely concerned with each of these areas. Levels of concern ranged from 78.8 percent extremely concerned with drug babies to 36.5 percent extremely concerned with refugee resettlement services.

Some respondents were more concerned with particular problems. Those with lower family incomes (under \$20,000 per year) and Hispanics and African Americans reported higher levels of concern than did those with higher incomes and Caucasians. Concern also varied with area of residence, age, and sex, although such variations were less clear than for income and race.

A more detailed version of this report appears in Appendix A of this report. A complete list of all problems mentioned by the respondents and a list of all proposed solutions are contained in Volume 2 of the Social Goals and Policies document. The reader should consult this information for a more detailed picture of what the respondents feel are the pressing community problems and how they think the city could help with these problems.

SOCIAL SERVICE PROVIDER SURVEY

Summary

In order to obtain data and information relevant to the needs and priorities of the Fresno community, the consultants preparing the Social Goals and Policies document conducted a survey among a sample of public and private community-based social service agencies. The purpose of this Social Service Provider Survey was to acquire perceptions from those providers serving the community. The intent of this survey was to elicit assistance in formulating and developing recommended social goals and policies for Fresno.

In consultation with the Social document Committee, the research team selected 42 social service agencies that provide a variety of clients with different service needs. The research team sought to identify key social service agencies and key respondents who could provide a perspective on critical social issues confronting the Fresno community.

This section offers a summary of the findings through a presentation of the principal themes that emerged from the four areas on which the survey concentrated.

Characteristics of Clientele

One focus of the survey was to determine the people served by the agencies; and to describe them in terms of numbers, sex, age, ethnicity, and employment status. The survey found that the sampled agencies provide services to thousands of people with a variety of needs in the Fresno community.

In general, however, community-based social service providers within the Fresno community furnish the majority of their services and programs to individuals and families within the lower income brackets. A significant number of these individuals and families exhibit multiple social problems which require comprehensive service coordination and delivery. It is also important to note that many of the people served by these community-based organizations are ethnic minorities.

Of the 42 agencies surveyed, 30 of these providers reported that over 75 percent of their clientele earn incomes below the poverty level. Thirty-four agencies reported that over 50 percent of their clients are unemployed. The participation of lower income people indicated that many of these agencies represent important resources for the poor in the community.

A majority of social service providers within the Fresno community serve both male and female clientele. A few agencies, however, focus exclusively on one gender. Female clients, particularly those heading families, participate in agencies that provide direct services to families. Male clients are predominantly found in agencies specializing in substance abuse, offenders, and job training.

Agencies serving predominantly clients 21 years and under specialize in services related to child abuse, youth offenders, education, and low-income families. Agencies with high participation of elderly clients provide services to the terminally ill, those receiving home health care, and the low-income and isolated elderly.

Of those agencies that provided information on the ethnic characteristic of clients, the survey found that African-Americans, Caucasians, and Hispanics are represented in most agencies. Certain agencies, however, are organized to serve a particular ethnic group and thus reported higher percentages for that group.

Asian and Southeast Asian participation was not significant in most traditional community-based agencies. About four agencies out of the total sample reported a high percentage of Southeast Asian participation. Southeast Asians tended to participate more in agencies that target their segment of the population. These few agencies were specifically organized to serve Southeast Asians, many of whom are refugees and recent immigrants.

Characteristics of Agencies

Another area addressed was the agencies themselves. To understand how these agencies attempt to approach community problems and needs, the survey asked questions about the agencies' funding sources, types of services offered, relationship to other agencies, problems faced, and questions related to these agencies as functioning units in the community.

Many of the agencies receive funds from multiple sources and serve a geographical area that extends beyond Fresno. Funding sources include city, county, state, and federal governments, as well as private foundations, and other philanthropic organizations. Some agencies also receive a sliding scale fee-for-service.

Many agencies define themselves according to the nature of their respective clientele and needs. They provide direct support to individuals, families, or groups in the form of supportive, rehabilitative, and preventive services. Most agencies reported that their impact in the community has been positive and successful.

Many agencies also see themselves as unique in responding to particular problems. For example, some consider the ethnic composition of their staff, their emphasis on cultural understanding, and their proximity to the community or neighborhood they serve to be very important factors in their approach to problems.

The community-based agencies that were surveyed represent an intermediary linkage to the public social service agencies. Most of these agencies maintain a number of formal and informal relationships with public agencies and with other community-based agencies, and provide information and referral services. With such a network, many of the community-based agencies are able to serve a diverse clientele. These linkages play a key and unique role in the total service provision in the Fresno community.

The survey asked what these agencies see as the major problem they face as agencies. The main theme that emerges is the absence of adequate funding and resources for service delivery and staffing. This may indicate that the local demand for services exceeds the availability of resources. Community-based social service providers also highlighted the difficulty in serving non-English speaking clients. And lastly, some agencies mentioned that the negative stigma attached to their clientele often reflects the priority by which funds are received.

Problems in Fresno

Another major focus of the survey was to obtain agencies' views about social problems in the Fresno community. The survey asked agencies to state what they thought is the most pressing problem currently facing Fresno and what they thought is the most pressing problem Fresno will face in the 1990s.

Responses varied. Some agencies stated that Fresno lacks the political leadership for dealing with social problems; others stated that they did not have funding support to meet community problems; and still others mentioned inadequate education, community apathy, spousal and sexual abuse, and hunger and the homeless as major problems.

A major concern among many agencies, however, is related to the local economy and the lack of employment opportunities for their clients. Agencies spoke at length about the lack of industry and the need for jobs and steady income for the people they serve. Many agencies also stated that economic factors are related to other social problems for their clients.

The second major concern included crime and gang-related problems. Drugs, alcohol and substance abuse in general were often mentioned in relation to crime and gangs.

The third major concern focused on the problems of lack of coordination and planning by the City of Fresno. Some agencies believe that the city should conduct general social needs assessments to help in planning and coordinating resources to help depoliticize the funding process.

Some agencies believe that the city should emphasize prevention strategies in service delivery when considering funding. Most agencies see sets of interrelated social problems facing Fresno in the next decade. Many agencies believe that economic issues including unemployment, poverty, and inequality will be the most important. These issues are believed to be related to other problems such as crime, substance abuse, school drop out, and family instability.

Many agencies are aware of problems related to ethnic and cultural differences. While some agencies focused on ethnic tension and discrimination, others mentioned the need to overcome these problems by better understanding and acceptance.

The Southeast Asian Community

The citizen telephone survey collected data from a sample of representative Fresno residents. The research team felt, however, that the telephone survey would not reach many Southeast Asian residents, since households in poorer areas are less likely to have phones. In addition, the team anticipated language barriers which prevented the gathering of information from many non-English speaking Southeast Asian residents.

It is through the Social Service Provider Survey that the consultants were able to ask questions specifically related to Southeast Asians. By interviewing representatives from 25 agencies serving Southeast Asians, the survey was able to examine the needs and problems of this segment of the community.

The survey asked agencies what they see as the primary need of Southeast Asians in Fresno. Most agencies believe that the primary need is overcoming language problems. Many also believe that cultural practices are obstacles in obtaining services. While many agencies spoke about the need to help acculturate and assimilate Southeast Asians into the American culture, other agencies believe that there should be more cross-cultural understanding.

Some agencies believe that many Southeast Asians are experiencing cultural and generational stress because of their changes and adjustments in a new society. They emphasized the breakdown of the family and the conflict between parents and children.

Finally, a few agencies believe that lack of jobs and underemployment are the most important problems that Southeast Asians currently face and will continue to do so in the 1990s. Suggestions included the city encouraging more job creation through economic development and through strong support for affirmative action in city hiring.

COMMUNITY PROFILE

The Community Profile of the City of Fresno represents a compilation of information regarding a number of social factors which affect the delivery of services and the quality of life within the local area. The focus of this community profile is not to elaborate on statistics and figures from local agencies. Instead, an effort has been made to provide general background information and data on a number of issues; coordinating this information within the text of a single document.

Scope of Community Profile

There is a wide range of current social concerns which impact every level of local planning and the allocation of resources within the City of Fresno. These issues affect the physical, psychological, emotional, and social condition of our community. Based on information from a number of community sources, as well as perceptions from the Sphere of Influence and Social Service Providers' Surveys, there are a number of social problems confronting the City of Fresno. These public issues and concerns include:

1. The proliferation of drugs, the impact of drug abuse, and the growth in criminal activities related to the marketing and consumption of illegal substances.
2. The general increase of crime, violent crime, and the growth of gang-related violence.
3. The rapid growth in the city's population and the need to establish plans for balanced future growth.
4. Mounting concern over the quality of elementary and secondary education within the City of Fresno, and the ability of the local school system to adequately provide youth with the skills needed to transcend into adulthood.
5. The economic state of the local community, the ability to attract outside industry, and the availability of long-term, stable, self-sufficient employment.
6. The incidence of hunger, homelessness, and poverty and the absence of adequate resources to alleviate the causal factors.
7. The accessibility and availability of affordable quality child care, and the need for additional providers of service.
8. The absence of tolerance regarding diverse/disadvantaged populations and the need to strive for the promotion of acceptance of different cultures, races, and viewpoints.

9. The impact of air pollution and water contamination and the preservation of a local, vibrant environment for future generations.
10. The availability and accessibility of quality medical treatment, public health care, and fire and police protection.
11. The cost of living, the community image and appearance, the revitalization of the downtown area, the availability of recreation, and the community planning efforts for future growth.

Regardless of which factor is most prominent, each of these issues has created a tremendous social concern within the Fresno community. In addition, in assessing the impact of these problems on the various segments of our community, each of these topics must be evaluated in light of its impact on the four principal age groups: 1) infants and children; 2) adolescents and young adults; 3) adults and families; and 4) older adults.

Population Growth

The City of Fresno is on the forefront of California's rapid population explosion. Fresno continues to lead state and national trends of growing ethnically and culturally diverse populations. Reasons for this ongoing influx of individuals are numerous and include the low cost of living (in comparison to other areas), the availability of housing, and the perception that Fresno is a nice place to live. As a result, in the last 20 years, the City of Fresno's population has more than doubled.

In the next 30 years, Fresno's population is projected to almost double, once again, to the point in which the city will comprise 66 percent of the county's total population. A remarkable outcome of this ever increasing population is reflected in the growth in the number of ethnically diverse individuals.

Supported by information on students in the Fresno Unified School District, the ethnicity of our school-aged youth represents a forthcoming change in the city's overall population mix. This is supported by the fact that, by 1990, those population groups that had been identified as significant minority subgroups had become its majority.

The geographical boundaries of Fresno have grown dramatically. In the first five years of the 1980s, the growth in the city's total land area amounted to the second largest land growth of any city in the United States. The substantial addition of city land has contributed to the rapid change in the location of business, industry, and residences within the Fresno area.

The above factors regarding Fresno's population signify a need to support, provide, and enhance the existing human services delivery system which will meet the needs of the city's current and future residents. These services must be delivered in a manner which is sensitive to the city's changing ethnic composition, and future services must be planned to address the diverse needs of these populations. Finally, the continual increases in land area necessitates a balanced plan for growth.

Employment/Economic Development

Located in the center of the San Joaquin Valley, the richest agricultural region in the world, the City of Fresno is the financial, trade, commercial, and service center for many of the surrounding communities. Although dominated by the agri-business industry, the city is beginning to diversify its economic base of support. By 1992, Fresno can anticipate the predominant employment growth to occur in its services and government sectors.

While Fresno continues to experience strong financial growth in a number of areas, double digit unemployment is a persistent reality. Seasonal employment in agriculture is one of the primary contributors of Fresno's high unemployment rate; a rate which surpasses the state average. Another factor influencing the local unemployment rate is Fresno's large pool of unskilled laborers.

Together, these current economic conditions and future trends depict the City of Fresno as a strong financial center of trade and commerce within the San Joaquin Valley. Simultaneously, the city has a pervasive unemployment problem, with a growing number of residents who are in need of job skills and training.

Based on these factors, continued emphasis on economic diversification is warranted, with targeted city services focusing on the employment and job training needs of Fresno residents.

Poverty

The incidence of poverty and the number of low-income individuals relying on public assistance in the City of Fresno is spiralling upward at a rapid pace. Today, more than one in three persons living in the city rely on some form of cash and/or medical assistance. Among Fresno residents, the need for social services is tremendous. Ethnic minorities represent the population hardest hit and most dependent on local human services.

Southeast Asians, in particular, are substantially impacted at the local level. Approximately 90 percent of all refugees residing in Fresno County receive public assistance and live in the City of Fresno. A continued influx of Southeast Asian refugees is expected to migrate to the Fresno area.

The City of Fresno continues to attract a growing number of individuals and families who are in need of public assistance. In addition, a growing number of current residents are in need of cash and/or medical assistance because they lack a stable source of ongoing resources. This trend will not be reversed as the city enters the 21st century. In order to adequately address this growing need, the city should increase the percentage of funding allocated towards human services.

Crime and Enforcement

There is an increasing incidence of criminal activity in the City of Fresno. A majority of crimes committed within the city appear to be associated with drug and alcohol abuse. There are a growing number of juveniles who are arrested within the City of Fresno. While not as severe as other major cities in the United States, youth gang activity is a significant reality demanding a response by local law enforcement agencies.

Drug and alcohol related arrests affect every level of our local justice system. It is estimated that 50-80 percent of all local arrests, court actions, and resulting sentences involve drugs and alcohol.

The combination of these factors present local law enforcement with a twofold agenda; continue to provide for the public safety of local residents and assist in the prevention or reduction of problems which result in future criminal activities.

Family Well-Being

The City of Fresno has often been referred to as a looking glass into American life. Problems which occur in Fresno mirror our national culture. In addition, with the family representing the basic structure in which social relationships occur, there are a number of factors influencing the well-being of families within the City of Fresno. Based on these concepts, then, the health of Fresno families can be seen as the health of our society's families.

Today, there are a growing number of single parent families, predominantly headed by women, residing in the City of Fresno. A significant number of these families are low-income, subsisting at or below the poverty level. An increasing number of Fresno

families find themselves in need of housing and food assistance, as well as other social services. Local rates for child abuse, domestic violence, and divorce reflect and exceed state and national trends. In addition, the number of families who are seeking stable, long-term, quality child care in Fresno is growing.

If the City of Fresno represents a demographic and social mirror of the American family, then the city has an opportunity to lead the nation in finding models to support and enhance family life.

Substance Abuse

Across the nation, the incidence of drug and alcohol abuse is rampant. The affect of substance abuse can be viewed in a variety of areas: family life; schools and education; industry and employment; and individual health and socialization. Substance abuse in Fresno has resulted in similar impacts.

As indicated above, 50-80 percent of crimes committed in Fresno are drug/alcohol related. The incidence of substance abuse contributes to the high school dropout rates and decreased productivity in business. And, there is a growing number of drug exposed babies being born within the City of Fresno. The prenatal exposure of these babies to drugs and alcohol may result in long-term care and dependency on the local health and human services system.

In order to avoid the permanent consequences and costs associated with substance abuse, the city should concentrate on effective prevention and treatment programs.

Children and Youth

The City of Fresno's most valuable resource is in danger. There are an increasing number of children and youth in Fresno who are at risk of physical, emotional, economic, psychological, and/or social dysfunction. Many of these youth are ethnic minorities who originate from low-income families. The growing incidence of child abuse and neglect, runaway youth, teenage pregnancies, school dropouts, juvenile delinquents, and unemployed and unsupervised youth is overwhelming the capabilities of many local agencies and institutions.

The resulting impact of these factors catapult many of Fresno's youth into unstable and temporary child care settings, mental health treatment programs, crisis intervention, early parenthood and the acceptance of unskilled employment, welfare dependency, and possible removal from parental custody.

There are a number of cohesive and collaborative efforts to prevent and intervene in the problems of children and youth at the local level. The City of Fresno maintains a responsibility to assume a leadership role in the coordination of these endeavors.

Aging

Although decreasing slightly as a percentage of the city population, the actual number of persons 62 years of age or older increased by over 14,000 persons between 1980 and 1990. The aging of the local population reflects long standing changes and increases in life expectancy for persons age 65 years and older.

The problems of the elderly are unique and must be addressed as such. In Fresno, there are a growing number of elderly who live on fixed incomes, require extensive medical treatment, and who are confronted with losing their independence and self-sufficiency.

The problems of the elderly in Fresno occur in all ethnic groups, however, the problems of adequate service delivery occur most frequently among older adults who are in the lower income categories. As Fresno's population matures into older adulthood, it is imperative that adequate services be set in place to meet the needs of the city's elderly population.

Education

After the family unit, the educational system is one of the most influential institutions that transforms and socializes our children. In Fresno, with approximately 100,000 students under the age of 18 in the various school districts, managing our children's education is equivalent to administering a medium sized city.

The needs of school aged youth in Fresno are diverse and indicate a myriad of problems and concerns confronting children and youth on a larger scale. Today, within the Fresno Unified School District, more than 68 primary languages, in addition to English, are spoken by its students. There are increasing numbers of ethnically diverse students attending local schools.

In general, our school districts have met and accomplished the challenge of preparing students for their transition into adulthood. However, there are certain indices which reveal significant problems. These problems include school dropouts, teenage pregnancy, and a growing need for specialized curriculum.

Local school districts are not the sole proprietors of these problems. Families and other supportive institutions, including the city, must develop appropriate responses and share the responsibility for addressing and resolving these issues.

Health

While millions of Americans are enjoying the best of health and have access to quality medical care, a substantial segment of our population is unable to afford or receive health care which meets their basic needs. National debate continues to occur over the availability and affordability of basic health care services. Within the City of Fresno, the local health care service delivery system also magnifies issues discussed at state and national levels. There is quality health and medical care available in Fresno. This continuum offers quality emergency, in-patient, out-patient, and specialized health care and medical treatment. However, there are also large numbers of the local population, who cannot afford or are ineligible for medical benefits. This absence of adequate medical coverage has resulted in three outcomes:

- 1) Individuals are forced to rely on the public health care system, taxing the availability of its resources.
- 2) Individuals and families postpone minor or routine health maintenance needs until emergencies arise.
- 3) An increased incidence of Fresno area women who do not seek perinatal care.

These outcomes significantly drain the availability of local health care resources, based on the higher cost of critical to preventative medical care.

Cultural Diversity

The City of Fresno is rich in ethnic and cultural diversity. People continue to be attracted to Fresno for a number of reasons. The various ethnic and cultural backgrounds have given the city a distinctive blend. This blend and the transformation of Fresno's composite of ethnic minorities into its majority furnish strong implications for the management and delivery of local human services.

It is imperative that the city strive to promote cultural harmony and accentuate and facilitate the delivery of services to all residents.

Refugees and Immigration

Since the late 1970s, there has been an enormous influx of Southeast Asians coming to the City of Fresno. The secondary migration of these families has dramatically impacted social services delivery at the local level.

In addition to the recent influx of Southeast Asians, the city continues to face a series of pervasive social issues resulting from a substantial number of undocumented individuals and families, particularly of Hispanic descent, living in the Fresno area.

The combination of these two populations and the services they require have significant implications for human services within the City of Fresno. In addition to the problems surrounding the delivery of services to other ethnic minorities and low-income populations, refugees and undocumented individuals have the subsequent problems associated with culture and legal status to overcome.

As a result, the city, as well as the primary health and human service providers at the local level, need to focus on socializing, educating, and assisting these individuals to resolve problems associated with legal residency.

Planning and Coordination

In conducting an assessment of social issues and concerns of the City of Fresno, the above twelve major topics represent complex problems which influence the local social environment. These twelve issues require a tremendous amount of resources. In addition, because these problems are interwoven into the social structure of our community, many of the agencies involved in the provision of services find themselves focusing on different aspects or levels of the same issue.

The multiple programmatic approach which is occurring at the local level demands a coordinated and planned endeavor. Human services cannot be delivered in a haphazard manner. Effective strategies which are useful to the Fresno community need to be developed, prospectively planned, and implemented. These services need strategies to target all residents and the particular problems of the Fresno community. Ongoing service evaluations and monitoring of program effectiveness is an essential component of this process.

The City of Fresno is, once again, in a position to assume a leadership role to facilitate, promote, and advocate a joint approach to meeting the social demands of its residents.

SOCIAL GOALS AND POLICIES

Introduction

Data and information from statistical indicators, as well as from the Sphere of Influence and the Social Service Provider Surveys, demonstrate a wide range of current social problems confronting the Fresno community. Many of these problems are interrelated and impact every level of planning, service delivery, and allocation of resources within the city.

The following section to the Social Goals and Policies document contains a series of goals and policy recommendations for the City of Fresno to consider as it deliberates on its priorities. The goals and policies are derived from the preceding documentation of need. The goal statements reflect general statements of the highest aspirations of the local community.

The policies represent a framework for action and can be utilized to guide the city's decision-making processes for creating, implementing, and maintaining social service programming. For each of the social issues identified by the documentation of need, an overview of the issue, a summary of the findings, and the goal and policies are included.

Population Growth and Environmental Problems

In general, population growth refers to an increase in the number of people within a specified geographic region. Environmental problems refer to air, water and land pollution, the exhaustion of resources, and uncontrolled population growth.

Overview

Demographically, the City of Fresno contains a population which reflects a variety of the same trends identified at the state and national levels. Additionally, as the most populous city within Fresno County, many of the demographic and growth factors, as well as various physical conditions impacting the county, and the resulting environmental stress, are concentrated within the City of Fresno. These factors contribute to ongoing problems and affect local air and water quality, sewage, hazardous waste, transportation and space.

Findings

There are a number of indices which demonstrate the degree to which population growth and related environmental problems and stresses impact the City of Fresno. Listed below are a few of the most critical factors:

- * - As of April 1990, the city had a total of 354,202 individuals residing within its geographical boundaries. It has grown by 62.3 percent since 1980. It is projected to reach a population of 415,700 persons by the year 2000, and 511,000 by 2010.
- * - Fresno ranked 169th out of 192 cities based on environmental stress factors related to: population crowding, educational level, violent crime, community economics, birth rate, air quality, hazardous wastes, water quality, and sewage.
- * - In August 1980, a federal air quality study reported Fresno failed to meet smog standards 243 days per year during a three-year test; the third worst occurrence in the nation behind Los Angeles and Bakersfield.
- * - With regard to air quality, the city and county are considered to be a non-containment area. The jurisdictions violate both state and federal air quality standards related to maximum acceptable levels of ozone, carbon monoxide, and particulate matter.
- * - The ground water under the city and county of Fresno is becoming more impacted by toxic substances such as dibromo-chloro-propane (DBCP). Forty wells have been closed due to contamination; 26 were closed in 1989.

These factors support the findings of both the Fresno Sphere of Influence and Social Service Provider Surveys which indicated that Fresnoans are greatly concerned about the environment, the quality of life issues, and particularly about the quality and quantity of water and air resources. Local residents continue to be concerned about traffic, roads, highways, transportation, population growth, and planning.

Without proper planning, management, and protection, pollution and other environmental problems will significantly increase in and around the City of Fresno. Fresno continues to be affected by the drought, contaminated ground water and wells, increased levels of air and noise pollution, and the need for transportation system improvements.

Goal

Create and maintain a balance between urban growth and a healthy environment to improve the city's social climate, service delivery and coordination.

Policies

- 1) Continue existing planning endeavors outlined in the city's General Plan to bring about an improvement in the physical, environmental, and social condition.
- 2) Carry out ongoing social strategy related activities through the continuation of a bi-annual needs assessment and enhance the existing process for the delivery of social services.
- 3) Develop a monitoring and management strategy to improve the quality of air, water, and land resources.
- 4) Expand the city's existing capability to address issues related to pollution, water, and land resources.
- 5) Seek to establish and/or enhance partnership roles with the county, state, and federal governments in a pro-active effort to effectively manage and regulate local environmental resources.

Employment and Economic Development

The social issues surrounding employment and economic development involve the concepts of capability and availability. Capability reflects the ability of an individual to locate, obtain, and maintain stable employment, while availability represents the community's ability to facilitate and encourage the expansion and accessibility of local jobs and industry.

Overview

The City of Fresno, situated in the San Joaquin Valley, is one of the nation's centers for agri-business. While agriculturally rich, many workers are seasonally dependent. Approximately one in four workers in Fresno County are employed in agricultural related industries. Although unemployment in the Fresno area rests at approximately 10 percent, there have been a number of concerted efforts by local government and community organizations to improve the capability and enhance the availability of individuals to secure and maintain stable, year round employment that will assure self-sufficiency.

Findings

There are a number of indices which demonstrate the impact of employment and economic development within the City of Fresno and the surrounding areas. Listed below are a few of the most critical factors:

- * - Although the overall unemployment rate is expected to remain at approximately 10 percent of Fresno County's labor force, the total number of unemployed persons is expected to increase as the local labor force increases.
- * - While household income within the city and the surrounding areas has been growing at a rate which exceeds the state average, the actual amount of household earnings within the City of Fresno and the surrounding areas remain below the state average.

The economy and jobs/joblessness continue to be considered pressing problems for Fresno residents. This perception is evidenced by the findings of the Fresno Sphere of Influence Survey and was found to be of greater concern among those individuals who are identified as low-income. Among those agencies contacted in the Social Service Provider Survey, the absence of stable, self-sufficient employment is considered to contribute to a variety of ongoing social problems.

Goal

Provide adequate and equal employment opportunities and an enhancement of those economic efforts which contribute to the self-reliance of individuals and families.

Policies

- 1) Stimulate a balanced growth (both the location and type of development) which contributes to the stability of the local economy through a rational and planned expansion of economic activities.
- 2) Establish and augment local regulations, ordinances, zoning and other means which facilitate balanced business and industrial growth and assist in improving the quality of life through a diverse economic environment.
- 3) Provide meaningful and sufficient employment opportunities through the retention and expansion of existing industries, coordination of local and regional manpower training activities, and the promotion of job and skill advancement for unemployed, underemployed, and seasonal workers.

Poverty

In general, poverty refers to the absence of adequate resources, preventing individuals and families from furnishing their own minimum basic standard of adequate care. The concept of poverty denotes dependence or need for support.

Overview

On a national and statewide scale, the number of individuals and families who are at or near the poverty level established by the federal government is increasing. Within California and Fresno County, specifically, the number of persons who rely on public assistance is increasing at a significant rate.

While the number of persons receiving public assistance in Fresno County continues to grow, the problem of poverty and reliance on public assistance is magnified and focused within the City of Fresno. The concentration of poor families and the problems associated with the incidence of poverty in Fresno emphasize the need for the city to assume a leadership role in the planning of programs, service coordination, and distribution of essential resources.

Findings

There are a number of indices which demonstrate the incidence of poverty in the City of Fresno. Listed below are a few of the most critical factors:

- * - Approximately 41 percent, or more than one out of every three people living in the City of Fresno, receive some form of public assistance.

- * - Approximately 90 percent of all refugees who receive public assistance in Fresno County live within the City of Fresno.
- * - As many as one in every three families living in the city could be in need of some form of housing assistance.

These factors support the findings of both the Fresno Sphere of Influence and Social Service Provider Surveys which indicate that Fresnoans are concerned with, and consider themselves impacted by, the problems attributed to poverty. Additionally, while many local community-based agencies successfully provide multiple services to low-income people, the growing number of persons relying on local community-based organizations has begun to exceed existing resources, limiting the capacity to serve individuals in need.

Goal

Provide opportunities for all residents to achieve and sustain their independence and self-sufficiency.

Policies

- 1) Augment funding to community-based organizations which provide emergency health and human services to low-income individuals and families within the local social service delivery system.
- 2) Provide funding to community-based organizations which furnish intermediate health and human services to individuals and families in need of transitional care.

Crime and Enforcement

Criminal activity depicts those actions which have been defined and legislated as illegal. Crimes are commonly separated as felonies, misdemeanors, and infractions. Adult and juvenile offenses are categorized independently.

Overview

The incidence of criminal activity has a substantial impact on the ability of cities to allocate resources into the local social service delivery system. Public safety and protection is often identified by residents as one of the primary services to be maintained at the risk of reducing funding to other social programs.

However, the increasing nationwide incidence of criminal activity for both adult and juvenile offenses presents a dilemma for local entities and their law enforcement agencies: Should the bulk of resources be allocated towards enforcement and protection or should there be an increased emphasis on preventative programs and early intervention? It is essential that local jurisdictions strike a balance between enforcement and prevention.

Findings

There are a number of local indices which furnish information on the incidence of crime and law enforcement in the City of Fresno. Listed below are a few of the most critical factors:

- * - In 1988, while Fresno comprised approximately 50 percent of the county's population, 70.2 percent of the total 46,866 misdemeanor and felony arrests within Fresno County occurred within the city limits.
- * - Of the total 32,917 arrests in the city for 1988, 6,555 (19.9 percent) or almost one in five arrests were juveniles under the age of 18.
- * - Since 1987, there has been a 12.7 percent growth in the total number of narcotics-related arrests in the City of Fresno.
- * - By 1989, the Fresno Police Department's Youth Gang Task Force had identified a total of 40-50 formal and loosely associated youth gangs totaling 1,100 to 1,500 members within the City of Fresno.

Fresno residents have a tremendous concern over the incidence of crime and the marketing, sales, and abuse of drugs within their local neighborhoods. According to the Sphere of Influence Survey conducted for the purposes of the Social Element, over half of all residents surveyed (58 percent) perceived crime and drugs as two of the greatest problems confronting the City of Fresno.

Of the total respondents, over one-third (38 percent) perceived crime and drugs as the two most important issues facing the City of Fresno.

Local community-based service providers also express a high degree of concern over the incidence of crime, violence, and the need for community safety. As indicated in the Social Service Provider Survey which was conducted as part of the Social Goals and Policies document preparation process, crime and the linkage between crime, drugs, and youth gangs, is perceived by a number of providers to be the second major issue confronting the Fresno community, behind the economy and job availability/security.

Goal

Create a community environment which promotes and emphasizes the safety of its citizens, through both prevention and enforcement activities.

Policies

- 1) Support ongoing endeavors which enhance cooperation and coordination between law enforcement, courts, educational institutions, social service agencies, and community providers at all levels of government.
- 2) Promote the exchange of information, unless otherwise prohibited by law, to improve and enhance service coordination.
- 3) Prioritize the re-funding and expansion of preventative and early intervention programs, including diversionary, alternative sentencing, and rehabilitative programs, which focus on the underlying causes of crime.
- 4) Support the addition of law enforcement personnel and resources to address identified needs and requirements.

Substance Abuse

Substance abuse reflects the utilization and consumption of illegal drugs, the misuse and ingestion of prescription drugs and chemicals, as well as the overindulgence/addiction to alcohol.

Overview

National and statewide research reports indicate that the incidence of substance abuse is declining. The U.S. Department of Health and Human Services (1989), and the California State Attorney General's office (1990), have both conducted surveys which document the decreasing incidence of drug and alcohol use.

In spite of this declining incidence, these research reports indicate there will continue to be a substantial number of individuals who use drugs and misuse alcohol. In addition, there is strong evidence to suggest that the incidence of substance abuse is increasing among those populations which are normally inaccessible to measurement; these groups would include high school dropouts, minorities, low-income families and the homeless.

In the City of Fresno, there are similar indications that the growth rate regarding the utilization and abuse of various substances has also declined. However, the actual number of arrests for narcotic-related offenses is increasing within the City of Fresno.

Findings

There are a number of local indices which furnish information on the incidence of substance abuse in the City of Fresno. Listed below are a few of the most critical factors:

- * - Since 1987, there has been a 12.7 percent growth in the total number of narcotics-related arrests, increasing from 3,978 to 4,483.
- * - Although the growth rate in overall narcotic offenses appears to have significantly slowed during the last three years in the City of Fresno, the pattern for drug-usage arrests (a specific type of narcotics offense) demonstrates a continued increase.
- * - Between January and November 1989 and the same time period in 1990, the Fresno Police Department reported a 31.9 percent increase in the number of persons arrested for drug-use within the City of Fresno.
- * - Based on findings from the Special Investigations Unit of the Fresno Police Department, current estimates project that 50 percent to 80 percent of the crimes committed within the City of Fresno are drug-related.

Goal

Develop, participate in, and implement multidisciplinary approaches which focus on the reduction of substance abuse within the City of Fresno.

Policies

- 1) Expand strategies and preventative programs which target substance abuse among youth.
- 2) Actively participate in broad based co-ordinated efforts, including those of local school districts, to reduce substance abuse.
- 3) Support and assist in the establishment of substance abuse treatment facilities for both low-income youth and adults.

Family Well-Being

In general, family refers to a primary group whose members are related by blood, adoption or marriage and who usually have shared common residences, mutual rights and obligations, and assume responsibility for the primary socialization of their children. Family well-being refers to the presence of adequate income, housing, education, health care, and child care for all family members.

Overview

By April 1990, there were a total of 121,807 households within the City of Fresno with an average household size of 2.84 persons. This represents a 48.6 percent increase (39,811) in households in ten years. A significant portion of these households were comprised of married couples with and without children (47.9 percent).

Households headed by single persons comprised another 52.1 percent of the total number of households. Male and female heads of households with family comprised 3.3 percent and 12.3 percent respectively, and non-family households comprise the remaining households.

There are many needs and problems affecting family well-being in the City of Fresno including, but not limited to, the absence of adequate income, the lack of affordable housing, the decreasing access to self-sufficient employment, drug abuse, crime, poverty, family violence, child abuse, and the lack of appropriate and available child care providers.

Four-fifths of the public assistance recipients in Fresno County reside in the City of Fresno. Forty percent of the population in the City of Fresno have incomes near or below the federal poverty level.

There are a number of agencies within the Fresno area which focus on enhancing family well-being and addressing family dysfunction. Ongoing efforts are underway which emphasize family unity, strengthen relationships, and focus on preserving and maintaining basic familial harmony.

Findings

There are a number of indices which demonstrate the incidence of problems affecting family well-being within the City of Fresno. Listed below are a few of these factors:

- * - As many as one in three families living within the City of Fresno could be in need of some form of housing assistance.

- * - The incidence of domestic violence, child abuse, and divorce reflect national and statewide patterns of growth.
- * - More than one in every three persons (41 percent) living in the City of Fresno receives some form of public assistance. Fresno ranked 49th out of 58 California counties in median family income in 1987.
- * - There are a minimum of 25,000 single parent low-income families in need of child care to maintain employment.
- * - There was a 125 percent increase in the number of Fresno County children referred to the Department of Social Services for investigation of potential child abuse from 1983 to 1987.

These factors support the findings of the Fresno Sphere of Influence and Social Service Provider Surveys which indicate that Fresnoans are concerned with family well-being and the problems contributing to family dysfunction. Many of these local agencies serve low-income families, often minority and headed by females.

These surveys indicated that the major problems affecting family well-being in Fresno during the 1990s will be drugs and crime, economic issues, poverty, ethnic and cultural differences, inequality, unemployment, inadequate housing needs, and population growth. Currently, there is a significant amount of evidence to substantiate the absence of adequate resources needed to address both the existing problems of the City of Fresno and its projected areas of growth.

Recommended Goal

Establish and enhance the development of conditions which promote a healthy and stable family environment.

Recommended Policies

- 1) Expand and support the development and maintenance of those strategies and programs designed to reduce the incidence of family violence.
- 2) Expand the opportunities for recreational and social activities which emphasize family participation and support.
- 3) Increase the availability of organized activities within the city's parks, community centers, and schools, particularly those sites located in the low-income areas of Fresno.
- 4) Expand and support the development/maintenance of bilingual and bicultural strategies and programs designed to serve ethnically and culturally diverse families, including accessible parent support and informational programs for families for whom such resources are not currently available.

Children and Youth

The needs and problems associated with children and youth are numerous and varied. The well-being of young children and adolescents is compounded by a number of risk-related factors. Therefore, at-risk youth are those children and adolescents who are vulnerable to one or more personal, familial, and socioeconomic factors or behaviors which affect an individual's life circumstance and may result in physical, emotional, economic, psychological, and/or social dysfunction.

Overview

The needs and problems of children and youth in the Fresno area have been extensively documented. Although many of these reports have presented the City of Fresno as a microcosm of the problems confronting youth on a state and national scale, there remain several factors which are unique to the local community.

The impact of many of these social problems, such as poverty, school dropouts, teenage pregnancy, youth unemployment rates, juvenile delinquency, and substance abuse significantly impair the availability of local agencies to present and furnish an integrated service delivery system which can address the primary issues behind dysfunctional and/or destructive behavior.

Findings

There are a number of local indices demonstrating the issues impacting children and youth in Fresno and the surrounding areas. Listed below are a few of the most critical factors:

- * - The rate of births to females, ages 14-19, continues to increase in the city and its surrounding communities. At present, at least 85 percent of the births to teenagers in Fresno County occur among various ethnic populations.
- * - In 1987, according to Fresno County's Children's Needs Assessment, in a single year, 12 percent of the high school students in the City of Fresno dropped out. Another 45 percent of the remaining high school students were identified as "in danger" of dropping out. A second study, referenced on page 50, states that the class of 1989 had a dropout rate of 33.6 percent.
- * - In 1989, the Fresno Police Department took 3,468 reports of runaway youth; reflecting a 105 percent increase in two years.
- * - If the findings of Valley Medical Center are applied to the general population in the City of Fresno, as many as 10 percent of the babies born locally may be considered as drug-exposed newborns.

- * - In the City of Fresno, there are a minimum of 25,000 single parent, low-income families which are in need of child care. One estimate indicates that Fresno could experience at least a 12.5 percent increase in the number of children needing supervision and placement in the next five years. This growth would require an increase of 3,750 additional placements.

The care and well-being of children and youth concern the city residents. However, as indicated in the findings of the Fresno Sphere of Influence Survey, when specifically asked about problems attributed to youth, citizens readily respond and indicate these issues as pressing. Among minority and low-income households, the awareness and concern can be identified as acute.

Among those agencies contacted in the Social Service Provider Survey, the issue of drugs, crime, gangs, school dropouts, as well as other youth-related problems are linked with unemployment, poverty, and inequality. Many of these agencies perceive some of these problems will remain the basic problems which the city will face over the next ten years.

Goal

The City of Fresno should seek to establish those conditions which promote the healthy and stable development and socialization of children and youth.

Policies

- 1) Continue to provide and increase human services to children and youth which foster healthy development and transition into adulthood.
- 2) Increase the level of commitment to collaborative endeavors which focus on reducing the number of at-risk children and youth.
- 3) Lend technical support to local community-based organizations regarding the dissemination of information of fund availability from county, state, federal, and private foundation sources.
- 4) Lend technical support to local community-based organizations to support the pursuit and acquisition of county, state, federal, and private foundation monies for enhancing the delivery of services to children and youth within the City of Fresno.
- 5) Expand and support the development and maintenance of bilingual and bicultural programs designed to serve ethnically and culturally diverse children and youth in Fresno.

- 6) Establish and enhance programs which encourage the involvement of parents, guardians, and other caretakers, as well as civic, business, and other professional organizations in the activities of youth.
- 7) Advocate and create opportunities for expanded human services to drug-exposed and HIV positive infants, as well as other abused and neglected children and their families.

Aging

In general, the aged population refers to individuals who are considered to be older adults. Three groups make up the aged population and are identified as the "young old" (60-64), the "middle old" (64-74) and the "old old" (over 74).

Overview

On a national, statewide, and local level, persons sixty-five years of age and older represent the fastest growing age group. An 80 percent growth rate among persons 65 years of age and older is projected in Fresno County during the next 30 years. Many of these individuals will be from ethnically and culturally diverse backgrounds requiring specific services to address their needs.

The aged in Fresno have many needs and problems including poverty, frailty, poor health, nutrition, transportation, isolation, socialization, and access to services.

Findings

There are a number of indices which illustrate the problem confronted by the aged in the Fresno area. Listed below are a few of these factors:

- * - A continued increase in life expectancy for individuals age 65 years and older with the potential for limited access to quality medical care.
- * - Continued deaths resulting from heart disease, cancer, and stroke.
- * - Elderly within the City of Fresno and surrounding communities continue to seek medical care in one of three primary care settings: in-patient hospitals; skilled nursing facilities (SNF); and intermediate care facilities (ICF).

These factors support the findings of both the Fresno Sphere of Influence and Social Service Provider Survey which indicate that a majority of Fresnoans are concerned with problems of the aged. However, only 1.6 percent ranked them as one of the most pressing problems facing the community, even though 23.3 percent of the respondents were 60 years of age and over.

Of those agencies surveyed, which serve the elderly, the majority furnish services to elderly who are considered terminally ill, those receiving home health care, and the low-income and isolated elderly.

Goal

Enhance the opportunities of the elderly to increase and maintain their independence, maximizing conditions which influence their quality of life.

Policies

- 1) Support the provision and availability of adequate services to meet the needs of the elderly residents in the City of Fresno.
- 2) Augment the existing programs and community centers to expand services to the low-income elderly.
- 3) Increase the accessibility and coordination of programs designed to meet the needs of the aged.
- 4) Expand and support the development and maintenance of bilingual and bicultural programs designed to serve ethnically and culturally diverse elderly in Fresno.

Education

In a very broad sense, education is synonymous with socialization. In a more restricted sense, education is the systematic, formalized transmission of knowledge, skills, and values. Education is thus an organized formal activity involving the compulsory attendance of people in certain age groups, who are taught by trained and certified specialists in school settings.

Overview

Enrollments in the school districts are expanding rapidly. Within the geographical boundaries of the City of Fresno, the primary educational institution is the Fresno Unified School District. Other jurisdictions serving the area include Clovis Unified, Central Unified, and Sanger Unified School Districts. By 1990, there were a total of 68,406 students enrolled in the Fresno Unified School District (FUSD), making it the third largest in the state. Based on California State Department of Finance projections and the City of Fresno Development Department estimates, Fresno Unified School District can expect continued growth in the number of students and will have 100,000 students by the year 2000.

Along with student population growth, students display a great racial, ethnic, and linguistic diversity. In the past ten years, surrounding school districts have received immigration of students from Mexico and several Southeast Asian countries. Currently, in the Fresno Unified School District the four ethnic groups most represented are: Caucasian (35 percent); Hispanic (35 percent); African American (11 percent); and Asian (18 percent). Moreover, studies by the Fresno Unified School District show that the number of ethnic minority students, particularly Asian and Hispanic, has increased faster than the number of Caucasian students.

Findings

There are many problems affecting education in Fresno. Listed below are three of the more crucial ones:

- * - Rapid student population increase, including a large influx of immigrants, has severely strained schools and services.
- * - A recent report by the Fresno Unified School District addressed the problem of school dropouts and the challenge of identifying early at-risk youth. The report states that, for the Class of 1989, the cumulative dropout rate was 33.6 percent.
- * - Low performance on norm referenced tests among students in certain areas of Fresno is a concern among administrators, teachers, and parents.

Both the Fresno Sphere of Influence Survey and the Social Service Provider Survey found some of the same concerns for education. Seventy-two percent of the respondents in the citizen survey stated they are extremely concerned about education. The Social Service Provider Survey found that agencies are very much concerned about school dropout and the need for education and training to increase the earning power of individuals.

Goal

Develop a leadership role in helping solve school-related problems by working with school districts through the planning process to develop equal and quality educational opportunities for students.

Policies

- 1) Strengthen and support formal planning partnerships with surrounding school districts and focus the evaluation and planning process on the following areas:

- a) Housing and new housing development decisions and their impact on student population growth in the districts and on existing neighborhood schools.
 - b) Locating facilities and suitable school sites for education-related activities.
 - c) Developing new funding strategies to help solve the problem of student overcrowding and addressing academic financial needs.
- 2) Encourage the coordination of resources for students which includes parks and recreation, community centers, and social agencies serving children and youth.

Health

Health is the state of complete physical, mental, and social well-being and, according to the World Health Organization, not merely the absence of disease or infirmity.

Overview

The County of Fresno maintains the primary responsibility for providing public health care services within the City of Fresno. There are, however, several health related factors which impact on services provided by the city.

First, there is an increase in the birth rate, particularly among females 19 years of age and younger, within the City of Fresno. Many of these infants are born to low income families who do not utilize prenatal and postnatal services. A significant related problem is the incidence of drug-exposed and drug-addicted infants, which is also growing at a rapid pace in the Fresno community.

Second, rising medical costs have placed financial pressures on the general public. It is generally agreed by analysts that American health and medical care systems are the most expensive in the world. This fact has particular implications for people who do not have health coverage or who cannot afford health care. Added to rising medical costs are the cuts in Medicare and Medicaid which constitute a retreat from the goal of providing care for those unable to pay.

Third, lower-income people are more susceptible to disease, in part, because their living conditions tend to be substandard. Poor nutrition and the mental and physical stresses that accompany poverty often weaken their resistance to disease or worsen already existing health problems. The poor are more likely, not only to become ill, but also, to lack access to quality medical care. Their illnesses, therefore, tend to be more disabling than the illnesses of higher income people.

Findings

The following health indices have implications for services in Fresno:

- * - People living in Fresno County are continuing to seek medical in-patient hospitalization for a number of chronic and acute diseases and other health problems.
- * - One of the most prevalent of these health problems is cancer and other forms of malignant neoplasms.
- * - The incidence of hospitalization for pneumonia, influenza, arteriosclerosis, and pulmonary disease in Fresno County is also reported to be on the rise according to local area hospitals.
- * - Low-income females often lack prenatal care, and their children often lack adequate pediatric care. This is a particular problem with low-income, pregnant and/or parenting, teenage females.
- * - The incidence of drug exposed and drug addicted infants is growing at a rapid pace.
- * - From February 1990 to January 1991, there was an increase of 56 AIDS cases, bringing the cumulative total of AIDS cases in the Fresno metropolitan area to 199.

A finding from the Social Service Provider Survey is that many of the clients participating in community-based agencies have multiple needs and problems. Among these needs and problems are those related to health care and health costs.

Another finding from the service providers is that there is an absence of adequate access to health care for low-income persons living in south Fresno due to the lack of available clinics and doctors.

Goal

Facilitate the availability and accessibility of high quality health and mental health care for all residents who need it, regardless of their ability to pay.

Policies

- 1) Encourage and facilitate equitable access to quality health care, particularly for low-income families and individuals by:
 - a) Encouraging the development of health care facilities in the areas of the city in which the need is greatest.

- b) Emphasizing the need for emergency and crisis intervention health care services.
 - c) Advocating for funding to supplement health services, health education, and disease prevention at state and federal levels, as well as through private foundations.
- 2) Encourage and sponsor periodic meetings that include appropriate county, state, and federal representatives, health educators, and health care professionals to address issues such as health education, awareness, accessibility and affordability, health promotion and wellness.

Diversity

In general, cultural diversity refers to the existence of ethnic and racial groups within one society, each having a distinct identity and cultural tradition. Cultural diversity, however, should not be confused with separation or segregation. Rather than separation from the rest of society, cultural diversity is the recognition of different groups' ways of life, their cultural heritage, and their contributions to the community.

Overview

The Fresno community is characterized by its diversity of cultural and racial groups. It is home to a variety of ethnic populations: about 25 percent of the county's population speaks a language other than English at home. It has been estimated that there are over 70 ethnic groups in Fresno. The increasing numbers of Hispanic and Asian populations is well documented. The patterns of ethnic interaction, of ethnic accommodation and conflict, and of cooperation and competition have important implications for the City of Fresno.

While there has been economic and educational progress among some minority groups, there is still a disparity in Fresno, largely along racial and ethnic lines. Lower income minority groups continue to reside in certain parts of the community. African Americans are highly concentrated in the West Fresno area; Asians are concentrated in the city's central area and southeast area and in apartments west of California State University, Fresno. Hispanics reside in most areas of the city, but greater concentrations are found in the southeast and central areas.

Findings

- * - By 1990, Caucasians comprised approximately 60 percent of the total population residing in the Fresno-Clovis Metropolitan area. Hispanics were approximately 29.9 percent; Asians and Southeast Asians were 12.5 percent; African Americans were 7.2 percent.

- * - The Social Service Provider Survey found that there is a need for increased awareness of cultural differences in Fresno, and a need to overcome problems of prejudice and discrimination.
- * - Many agencies also see a need for more bilingual staff in both public and community-based agencies.
- * - There is a need to assess some of the more specific needs facing Southeast Asians and refugees in Fresno.

Goal

Promote acceptance and understanding of the differences and similarities among the divergent cultural, racial, and religious styles and identities of people who have shaped the Fresno community, and foster the principles of democracy in human relations.

Policies

- 1) Promote ethnic diversity through appointments to commissions and committees sponsored by the city.
- 2) Promote affirmative action in all city employment.
- 3) Advocate for and increase funding to agencies which serve ethnic minorities, to enhance the availability of bilingual and bicultural community services.
- 4) Continue current support and coordination of social/community activities that promote and celebrate cultural diversity.
- 5) Promote and foster the principles of a democratic society.

Refugees and Immigration

A refugee is one who seeks safety or protection from previously experienced dangers, such as religious, ethnic, or political persecution in their native lands. Immigration is to move into a new country, usually for the purpose of permanent settlement.

Overview

The Central Valley began receiving refugees in 1975. Since the late 1970s, Fresno has received a substantial secondary migration and influx of Southeast Asians. As of 1990, the Fresno County Department of Social Services estimates that there are 49,000 refugees living in Fresno County. Because of secondary migration, there is reason to believe that the number of Southeast Asians will continue to grow.

In addition to a significant number of citizens and refugees who represent a variety of ethnic groups, Fresno is also home to a number of undocumented individuals, as well as eligible legalized aliens, primarily of Hispanic descent. Immigration will continue to add to the ethnic and cultural diversity already present in the City and County of Fresno.

Findings

A number of findings about refugees and immigrants have important implications for the city and for social services in general:

- * - The number of refugees, mainly Southeast Asian, continues to grow in the City and County of Fresno.
- * - In 1988, the Fresno Immigration and Naturalization Service (INS) estimated that there was a minimum of 30,000 undocumented individuals residing in Fresno County.

The Social Service Provider Survey found that some agencies specialize in serving refugees and immigrants. The following are some important findings from the survey:

- * - A major concern among most agencies was the need to communicate with these people. Many agencies did not have the staff or expertise to communicate in the language spoken by several immigrant groups.
- * - Several agencies also were very concerned about the need to prevent bias and discrimination in service provision and facilities use because of language barriers or immigrant status.
- * - Many recent immigrants, particularly Southeast Asians, are experiencing cultural and general stress because of changes and adjustments in a new society.

Goal

Increase and facilitate the establishment and maintenance of community support systems which enable displaced individuals and families to make a positive transition and adaptation to a permanent and secure residence.

Policies

- 1) Design and provide support for local programs which focus on helping Southeast Asians, other refugees, and the undocumented population adjust to American culture.

- 2) Continue to provide funding to human service programs which focus on the special needs of low-income Southeast Asians and the seasonally employed/underemployed undocumented population within Fresno.
- 3) Advocate for and support employment and job training programs designed to maximize economic self-sufficiency among Southeast Asians, other refugee groups, and undocumented workers. Encourage the creation and continuation of manpower programs which focus on both short-term skill enhancement and long-term educational and career development.
- 4) Employ and encourage the expansion of the employment of bilingual/bicultural personnel in local government, services, industry, and business to appropriately meet the needs of the Southeast Asian and undocumented populations.
- 5) Augment existing funding strategies which will increase the availability of services to refugees. Coordinate the enhancement of these strategies with the county, state, and federal governments.
- 6) Seek funding for a comprehensive needs assessment study, focusing on the needs and problems of Southeast Asians, other recent immigrants, and the undocumented population within the City of Fresno, coordinating these efforts with the County of Fresno.

Planning and Coordination

Planning and coordination refer to the establishment of an organized and systematic process which leads to or contributes to the development and/or maintenance of an activity or a continuum of action. Within the local social service delivery system, planning and coordination reflects the development and implementation of programs and strategies designed to effectuate permanent change and improvement on an individual, familial, neighborhood, or community level.

Overview

Planning and coordination are essential elements and activities for the successful management of each of the issues addressed within the scope of this Social Goals and Policies document. Planning and coordination constitute a basic framework development of preventative strategies which serve to impede at-risk behaviors and create fundamental quality of life improvements.

On a community level, planning and coordination for the resolution of issues of a social nature necessitate collaboration. A single entity, such as the City of Fresno, by itself cannot address and significantly impact the various issues confronting the community. Many of these issues, such as those related to the environment, poverty, and the economy, require a regional approach.

In addition to the planning and coordination activities of city staff, there have been numerous ongoing collaborative endeavors, within Fresno and the surrounding communities, which have been initiated and permanently established as part of the structure designed to enhance various components of the local social service delivery system. Many of these efforts focus on the issues of children and youth, young adults and families, and the aging and elderly.

The participation of the city in each of these endeavors requires a combination of leadership, commitment, and resource allocation. These ingredients are a basic part of effective planning and coordination of local community services.

Findings

There are a number of local indices demonstrating the issues which emphasize the importance of planning and coordination activities within the City of Fresno. Listed below are a few of the most critical factors:

- * - According to local and state estimates, the City of Fresno will constitute 66 percent of the entire population of the County of Fresno by 2020.
- * - By 2020, the elderly will be the fastest growing population in Fresno and the surrounding communities. However, there will also continue to be a growing number of children and youth at the local level.
- * - Between 1980-85, the City of Fresno experienced the second largest incorporation of land of any city in the United States.
- * - While the ethnic composition of Fresno has experienced a significant change in the last 20 years, based on the ethnicity of school-aged youth, this trend will accelerate and the ethnicity of the city will experience a dramatic increase in the number of Hispanics, Southeast Asians, and African-Americans between 1990 and 2010.

A significant number of citizens within Fresno expressed concern over issues such as planning and policies for city growth and the quality of leadership among local public officials. Of those citizens surveyed in the Fresno Sphere of Influence Survey, approximately 10 percent indicated a dissatisfaction with the city's growth and planning activities and policies. In terms of leadership, of those citizens surveyed, approximately 10 percent indicated a dissatisfaction with the city's public officials.

Among the agencies surveyed in the Social Service Provider's Survey, a majority of the organizations which participated in the process directly identified an absence or deficiency in local planning and coordination. Among these agencies, it was the opinion that lack of political leadership and absence of sufficient resources contributed to the problems of planning and coordination.

Goal

The City of Fresno should continue its departmental planning endeavors and participation in existing community planning and coordination activities.

Policies

- 1) Maintain and enhance the city's involvement in existing planning and coordination endeavors, including current community collaboratives. Emphasize and enhance participation in collaboratives which address and promote inclusion of diverse and disadvantaged groups
- 2) Consider the potential for duplication before entering into new planning, coordination, committee, and collaborative efforts.
- 3) Continue to require and appoint citizen advisory committees to investigate and assess the potential need for health and human services within the City.
- 4) Support the refunding and expansion of preventative and early intervention programs, including diversionary, alternative sentencing, and rehabilitative programs, which focus on the underlying causes of crime.
- 5) Consider negative social effects along with physical and environmental issues.

IMPLEMENTATION

Social Effects Statement

In developing an assessment of social issues and concerns of the City of Fresno, the consultant team from California State University, Fresno, in conjunction with the Social Goals and Policies document Citizens' Advisory Committee, identified twelve (12) major social concerns which include: population growth and environment; employment and economic development; poverty; crime and enforcement; substance abuse; family well-being; children and youth; aging; education; health care; diversity; refugees and immigration.

Each of these issues has been examined and separated into individual sections with definitions, overviews, findings, and recommended goals and policies. As clearly demonstrated in the documentation of need, these issues, and their solutions, are complex and interrelated.

Today, the combination of these issues and other problems present the City of Fresno with a growing number of social challenges of enormous proportions. There are a growing number of people in the City of Fresno who require social services. The complexity of the individual and corporate needs requires a multi-faceted approach which addresses the diverse, cultural, and social demands on a city-wide scale.

While Fresno is confronted by social issues which create a substantial disparity, the city is fortunate to have a broad based continuum of agencies and providers capable of furnishing expert and quality services to individuals and families in need. The continued provision of services by these community-based organizations represents one of the essential ingredients to successfully preventing, mitigating, and reducing a number of these social problems.

To achieve the long-term resolution of Fresno's current social problems and to maximize the successful coordination of its existing resources, the city must develop and utilize necessary criteria and methods to determine, evaluate, and act on major physical, environmental, and social changes. This action, in concert with the appropriate coordination and funding of local human services agencies, will result in a positive impact and social change.

As has been indicated throughout the Social Goals and Policies document, each of the issues identified must be addressed with care, prudence, and planning. To accomplish this, the development and maintenance of services and programs which meet the needs of community residents through Fresno's zoning, taxation, land use, regulatory, and legislative decisions must consider the Social goals and policies.

To achieve the goals and policies outlined in the Social strategy document, the city should adopt the following recommendations to ensure that social issues are continually considered:

- 1) Work with Fresno County and the City of Clovis to jointly pursue the development and application of an analysis checklist for evaluating the potential negative social effects of local land development proposals, to ensure that social issues are considered along with physical and environmental issues.
- 2) Provide information and assistance to local community groups, service providers, and developers on request, to enable them to determine the need for additional or new services in the community and/or to improve or expand existing services. The level of this service will be subject to budget constraints.
- 3) Develop guidelines for locating human service facilities such as day care centers, residential care facilities, community services, and youth programs, incorporating such analysis into the next General Plan update.
- 4) Continue to provide certain human services/social services and encourage parties making land use development proposals to address projected needs in these areas.
- 5) The City Council, city departments, and commissions should utilize the Social goals and policies in their day-to-day decision making and operations.
- 6) Citizens of special and disadvantaged population groups and all geographic areas in the City of Fresno should be made aware of, and actively recruited for, openings on city decision-making bodies, including participation on advisory committees, in meetings, and through other community events.

Suggested Criteria for Social Service Funding

The availability of social service funding within the City of Fresno is contingent upon the competition for, and successful acquisition of, monies through a number of funding processes. The primary process through which the city distributes social service funding is identified as the Tri-Way distribution of revenue in which the City of Fresno coordinates local monies with the county and the United Way.

In evaluating and analyzing the City of Fresno's existing criteria for social service funding, the following guidelines have been developed by the consultants for the Social Goals and Policies document and reviewed and approved by the Social document Citizens' Advisory Committee.

As part of the overall recommendation, it is suggested that city staff of the Parks, Recreation, and Community Services Department and the appropriate citizens' advisory group review and update these guidelines bi-annually. Specific criteria should be forwarded to the Fresno City Council for final approval. The review should be completed prior to the proposal solicitation and application process.

- 1) Funding should be reserved for those programs and services for which there is a clear and delineated need. Successful applicants will be required to document need, in detail, for the city's designated review body.
- 2) Emphasis and funding priority should be placed with those programs which serve city residents.
- 3) Agencies and proposed programs which provide direct services should be given preference over agencies which provide indirect services. Examples of indirect services are coordinating functions, training of professionals, and public education programs.
- 4) Each agency applying for social service funding should be able to demonstrate its distinct provision of service, reflecting in detail how its service is a non-duplication of existing programs or services. Where potential duplication of services is apparent, the applicant must furnish convincing evidence to the review commission that the program is in some way unique or that there is a significant and more extensive need for more programs services in the area of duplication.
- 5) Agencies applying for City of Fresno funding should be able to clearly demonstrate ongoing efforts toward coordination with related agencies and a high level of utilization of existing community resources.
- 6) Preference should be given to agencies which clearly delineate their service delivery capabilities related to the following three areas: a) the agency's intended use of city funds; b) a clear description of goals and objectives which are realistic and achievable; and c) a reasonable and effective approach to monitoring project progress and evaluating successful service outcomes.
- 7) Agencies with a demonstrated history of service to ethnic minorities, the poor and disadvantaged will be given priority in funding.
- 8) Agencies applying for City of Fresno funding must be able to demonstrate the maintenance of a local Board of Directors which actively participates in its program and fiscal planning.

Recommended Roles for Ongoing City Involvement

Overview

In 1973, the General Assembly of the League of California Cities adopted the Action Plan for the Social Responsibilities of Cities. This policy statement urged cities to adopt social goals and policies in order to exercise their social responsibilities through the planning process. The Assembly viewed such action as a progressive step towards meeting local responsibilities in the planning and delivery of health and human services.

The creation of a Social Goals and Policies document represents a vehicle by which social concerns and problems confronting the local community are brought into the city's planning and decision-making process and it reflects the recognition of the importance which social issues have on the ability to implement the city's current and future plans and on the Fresno City Council's intent to influence the commitment and allocation of its resources in a manner that will address social problems and improve the quality of life for all Fresnoans.

Essential to the development of Social Goals and Policies is the understanding that the City of Fresno is a provider of a wide range of human services. Beyond the actual provision of service, however, are a number of other roles which reflect the city's mandatory involvement in the provision of services at the local level.

These roles reflect the continuum of activity through which human services are provided. In addition to the direct provision of services outlined above, these activities include: 1) Service Coordination; 2) Service Facilitation; 3) Program Planning and Implementation; 4) Service Funding; 5) Service Advocacy and Lobbying; 6) Information and Referral; and 7) Service Monitoring and Program Evaluation.

Each of these roles and actions are critical to the successful performance of local services. These activities stipulate and require the City of Fresno to involve itself in the development and maintenance of a strategy which clearly delineates and defines city involvement in a consistent and coherent approach to delivering human services. The following section describes the approach by which the city should implement recommended Social goals and policies.

Development of a Social Strategy

In developing a strategy which establishes a consistent and coherent approach to addressing the social needs of Fresno residents, every segment within the local community must become involved in one of the seven activities discussed above.

Resolution of the social needs and problems described within the Social Goals and Policies document necessitates the mandatory involvement of a large number of groups, businesses, agencies, organizations, and institutions. Civic groups, business and industry, professional health and human services agencies, non-profit organizations, as well as public institutions, must collaborate and work to resolve the social problems of the Fresno community.

Each of these groups can work to improve and support the social environment and human service delivery system. Civic groups must assume an increased responsibility for the coordination and facilitation of service provision and the advocacy and lobbying of state and federal governments in order to secure program and budgetary enhancements.

The involvement of business and industry in the social services delivery system must expand beyond the role of service funder to incorporate an active partnership in the planning and implementation of effective programs. In addition, business and industry must also support local government in its attempt to lobby and advocate for incremental changes which systematically improve and enhance the availability, affordability, and accessibility of local human services.

To supplement the various roles which local community-based organizations, agencies, and institutions play in addressing local social problems, it is essential that service providers examine the needs of their particular target groups in light of the information, goals, and policies presented in the city's Social strategy.

Through the lobbying of city representatives, private citizens can advocate for increased or enhanced human services delivery. In addition, local residents must accept the challenge of volunteering their time to serve in these community agencies or on the numerous advisory boards and committees involved in human services.

General City Implementation Activities

As a first step, the City of Fresno should review and, if necessary, re-define its roles and responsibilities in the delivery of human services to its residents. In conducting this review, the city should utilize the goals and policies outlined within the text of this document. Based on the results of this review, the city should prioritize obligations to those programs which are deemed most capable of accomplishing Fresno's goals and policies.

The city's primary objective should be to focus on a comprehensive improvement in the overall social environment and human services delivery system. In order to institutionalize the systematic and structural improvement of local health and human services, the city should adopt the following action processes and procedures to ensure that social issues are considered along with physical and environmental issues.

The adoption of these strategies must continue to emphasize the development and implementation of services which are sensitive to the needs of local residents, particularly those individuals and families who are considered at risk, disadvantaged, dysfunctional, or impoverished.

Specific City Implementation Activities

As mentioned earlier, the goals expressed in the Social document can only be attained through a joint effort involving the city, social service providers, and private citizens. This section highlights the specific roles of the Fresno City Council, the Parks, and Recreation, and Community Services Department, and the related activities of various advisory committees.

The majority of the city's social planning effort will continue to be carried out by staff from the Development Department and the Parks, Recreation, and Community Services Department on an as needed basis.

Within the framework for completing a comprehensive strategy for social action, the following list of actions represents a series of activities and responsibilities which the City of Fresno should perform.

- 1) Through the public hearing process, review the city's role and responsibilities in the delivery of human services. Upon completion of public hearings, adopt the Social Goals and Policies document.
- 2) Designate the Development Department and the Parks, Recreation, and Community Services Department as the primary city departments to review all planning from the perspective of the Social Goals and Policies document.
- 3) Adopt a policy that all city funding designated for human services programming, including discretionary funds, be reviewed by the Parks, Recreation, and Community Services Department and the appropriate citizens' advisory body for adherence to the goals and policies of the Social document.

- 4) Annually, prior to the release of social service funding application forms, review and approve staff recommendations for potential updates and enhancements to the city's proposed funding criteria.

Based on the approval and adoption of the Social Goals and Policies document, it is anticipated that the Fresno City Council will utilize the goals and policies identified in the plan as a guideline for the day-to-day decision making of the council on social issues.

- 5) Develop a written procedure that will facilitate incorporation of the Social Goals and Policies related criteria into the various city departments' review processes for consideration of physical, environmental or social strategies and development.
- 6) Monitor the need for updates and modifications to the Social Goals and Policies document. This information is to be conveyed to the Development Department, which has primary responsibility for actual updating.
- 7) Support the development, review, and completion of agreements, and monitoring/evaluation of the city's social service funding process.
- 8) Provide technical assistance to human service providers who request assistance in the development of prospective programs or the acquisition of alternative funding.
- 9) Assign the Parks, Recreation, and Community Services Department to maintain primary responsibility for the preparation of social issue reports or analyses requested by the Fresno City Council, the Fresno City Manager's office, or by other city departments.
- 10) Establish an inter-departmental review between various city departments and commissions and the Parks, Recreation, and Community Services Department to conduct comprehensive project analyses and impact determinations in relation to the goals and policies of the Social Goals and Policies document.

APPENDICES

REPORT OF FRESNO SPHERE OF INFLUENCE SURVEY

Goals: The goals of the survey were to determine what a representative sample of residents living within the Fresno Sphere of Influence perceived to be the most pressing problems facing their community and what they thought the city could do to lessen these problems.

Survey Instrument: A survey instrument was developed by the consultants and presented to the Social Goals and Policies document Citizens' Advisory Committee. The revised instrument is in Appendix B. There were four major sections of the interview. The first set of questions focused on the respondents' satisfaction with their community and neighborhood. The second set asked what the respondents felt were the most pressing problems facing Fresno and which was the most important. Respondents were asked what they felt the City of Fresno could do to solve these problems. The third set focused on 11 specific problem areas and asked how concerned respondents were with these problems. Respondents were asked which problem they were most concerned with and what they thought the city could do to solve this problem. The last set of questions focused on background characteristics of the respondents, e.g., age, sex, race, family income, area of residence.

Sample: A list of all telephone prefixes containing residential numbers within the Fresno Sphere of Influence was compiled and is attached to this report. Four-digit suffixes were randomly generated by computer. All duplicates were eliminated. In order to obtain a large enough sample of African American households, prefixes containing larger proportions of African American households were oversampled. All non-Caucasian households in this oversample were included.

The final sample consisted of 461 completed interviews. In order to correct for the oversampling of non-Caucasian households, appropriate weights were applied to the data. The results that are reported here are the weighted results. The composition of the sample is described in Table 1. The sample was compared to statistical data in the Fresno 1989 Statistical Abstract. It is clear that the Asian and Southeast Asian population was undersampled. From the beginning of this project, it was evident that there would be a problem reaching the Southeast Asian segment of the community, partly because of language barriers. Many of the concerns and problems of Southeast Asians will be evident in the survey of providers of social services to this group. A comparison of the sample and data from the Statistical Abstract also showed that the Hoover and Woodward Park areas had been undersampled and the McLane area oversampled.

Data Collection: Approximately ten interviewers were selected and trained for telephone interviewing. All telephone numbers in the sample were called at least four times during various times and days of the week during March and April 1990.(1) Approximately ten percent of all completed interviews were recalled to ensure the validity of the interview.

Analysis--satisfaction with community and neighborhood: Approximately 83 percent of all respondents were very or somewhat satisfied with Fresno as a place to live(2) (see Table 2). Satisfaction with community varied significantly with area of residence, age, race, family income, or sex.(3)

Satisfaction with one's neighborhood was somewhat lower--approximately 75 percent were very or somewhat satisfied with their neighborhood(4) (see Table 2). This was about eight percent lower than satisfaction with community. Satisfaction with neighborhood varied significantly with area of residence, age, race, and family income. Respondents living in the Bullard, Hoover, and Woodward Park areas were the most satisfied with their neighborhood, while those living in the Roosevelt, Central, and Edison areas were the least satisfied.(5) (A map of the community plan areas is included at the back of the report.) Older respondents and those with higher incomes were more satisfied with their neighborhood. Caucasians expressed greater satisfaction than did Hispanics and African Americans.(6)

Satisfaction with community and neighborhood appears to be high. However, it is important to keep in mind that North Americans tend to report high levels of satisfaction with many areas of their lives.(7)

Analysis--most pressing problems: Respondents were asked what they felt were the most pressing problems facing their community and which of these problems they felt was most important.(8) Responses were coded into 42 categories plus a residual category for other responses. The distribution of responses appears in Table 3. This is such a large number of categories that they were further reduced into fourteen categories plus a residual category.

Two problems are clearly of great concern to the respondents--drugs/crime and environmental issues. Drugs and crime include such concerns as drugs, crime, drugs and crime combined, gangs, law enforcement, and the judicial system. One respondent said, "Drugs are the biggest problem; wherever you turn, there they are. I have moved from place to place and they are everywhere. They are all over the place." Another respondent said, "Crime, all of it, murder, rape, drugs, robberies. It's getting so I'm scared to go out." Still another respondent linked these two problems, "Drugs affects all areas of life. Leads to more crime...."

Approximately 58 percent of all respondents listed this as one of the most pressing problems and 38 percent felt it was the most important problem.

Environmental issues focused primarily on water and air, but also included general environmental concerns. One respondent said, "Water supply. Water quality. Shortage of water because of expansion and developing." Another respondent said, "Air pollution, the lack of cooperation between large industry..., other valley governments, and Fresno itself." Approximately 37 percent listed this as one of the most pressing problems and 19 percent felt it was the most important problem.

Several other problems were selected by ten percent or more of the respondents as one of the most pressing problems facing their community. These included traffic and roads, education, population and planning, general concerns about public officials, and the economy and jobs. Other areas selected by at least two percent, but less than ten percent, of the respondents as one of the most pressing problems included: homelessness, refugee and resettlement issues, the downtown area, problems of youth, community aesthetics and appearance, housing, and limited entertainment, shopping, and recreation.

The type of problem mentioned varied by area of residence. Respondents in the Central, Edison, and Roosevelt areas tended to be more concerned about drugs and crime, while those in the Bullard area were less concerned. Those in the Bullard, Hoover, and Woodward Park areas were more concerned with environmental issues than those in other areas. Respondents in the Hoover and Woodward Park areas were somewhat more concerned with education and traffic and roads than those in other areas. Those in the Bullard area were somewhat more concerned with population and planning issues, while those in the Central, Edison, and Roosevelt areas were less concerned.

During the spring of 1989 a similar survey was conducted. The Fresno Area Study was run during the spring of 1983, 1985, 1987, and 1989. During the spring of 1989 a sample of respondents in the Fresno-Clovis Metropolitan Area were asked what they felt were "the most pressing problems facing your community today--the things that need doing or that need changing so that your life can be improved." The questions are virtually identical. However, the population is different. The Fresno Area Study focused on the Fresno-Clovis Metropolitan Area, while this community survey focused on the Fresno Sphere of Influence. Despite this, the results of the two surveys are very similar. Crime and drugs were the most pressing concerns in both surveys. However, environmental concerns, particularly those dealing with water and air quality, were ranked higher in the 1990 survey than in the 1989 survey. This is probably the result of growing concerns over water quality and water supply.

Respondents were also asked in the 1990 survey what they thought the City of Fresno could do to solve these problems. (9) Those who thought that drugs and crime were the most pressing problems made many suggestions. However, there were four themes that ran throughout these responses. First, some respondents felt that tougher law enforcement and legal penalties would help solve the problems. For example, one person said we need "stricter laws and jail time in Fresno." Another said we need "more police and more narcotics agents. Police... need to respond quicker to calls." Second, some respondents said we need to put greater emphasis on education and social programs. One person said we need "more rehabilitation centers... and drug education within the schools." Another said we need "more programs of education or services." Third, some respondents focused on the underlying causes of drug abuse and crime. One person said we need to "find jobs and educate people that do these things. If they had a job, I don't think they would be out doing these things." Another person said we need "more help for the homeless, unemployed, and drug users, who are the ones committing the crimes." Fourth, others felt that the city really couldn't do much about these problems. One person said it was really a state and federal problem. Others felt it was up to parents to instill basic values in their children.

A second problem mentioned by a large number of respondents was environmental concerns. There were four general themes in their responses to this area. First, some suggested that we limit development. For example, one person said that "development should be slowed until some of the water problems can be resolved." Second, others called for tighter controls on such things as vehicle emissions, dumping of waste materials, pesticides and chemicals, pollution, and fireplaces. Third, still others suggested greater community involvement in the form of citizens' advisory groups and other links between the city and private industries. Fourth, some respondents felt we need better leadership at the city level. One person said we need to "face the problems truthfully, not politically." Another said we need "leadership that will act on an impartial study. Need to cut special interests to solve environmental problems."

Other problems mentioned by ten percent or more of the respondents included traffic and roads, education, population and planning, general concerns about public officials, and the economy and jobs. Those who were concerned with traffic and roads suggested an east/west freeway, better planning and development for traffic and roads, and increased maintenance of existing roads. Those who were concerned about education wanted more funding, greater regulation, and improved administration. Those who were concerned about population and growth suggested limited development, improving planning services, and redeveloping the inner city. Those who were concerned with public officials focused in large part on personalities.

Those who were concerned with the economy and jobs were obviously concerned with attracting more industry and businesses. They also suggested providing more training and service centers for those looking for work.

A complete list of all responses and suggested solutions by problem area are included in Volume 2 of the Social Goals and Policies document. The reader should consult these lengthy appendices for a more detailed picture of what respondents feel are the pressing problems and how they think the city could help with these problems.

Analysis--specified problem areas: Respondents were asked how concerned (extremely, somewhat, not too, not at all) they were with 11 areas--unemployment, affordable housing, health care, refugee resettlement services, education, child care, problems of the aging, ethnic and racial conflict, drug babies, youth gangs, and family violence.(10) Most respondents indicated high levels of concern with these problems. Table 4 and Figure 1 show the percent of respondents who were extremely concerned with each of these problem areas. Level of concern varied from 78.8 percent extremely concerned with drug babies to 36.5 percent extremely concerned with refugee resettlement.

Concern with these problem areas varied by area of residence, sex, age, race, and family income. Those with family incomes of less than \$20,000 per year were more concerned with these areas, while those with family incomes of \$40,000 or more were less concerned. The only exception to this pattern was concern with education. Those with higher family incomes were somewhat more concerned with education than those with lower family incomes.

Concern also varied with race of respondent. In general, African Americans and Hispanics were more concerned with these problem areas than were Caucasians. In many areas, African Americans expressed greater concern than did Hispanics. There were two exceptions to this pattern. Concern with refugee resettlement and concern with drug babies did not vary by race.

Area of residence was related to concern with some of these areas. Respondents living in the Central, Edison, and Roosevelt areas were clearly more concerned with unemployment, while those in the Hoover area were less concerned. Respondents in the Central and Edison areas were more concerned with problems of the aging, while those in the Hoover area were less concerned. Those in the Hoover area were more concerned with education and less concerned with affordable housing and youth gangs than those in the other areas. Respondents in the Central and Edison areas were less concerned with refugee resettlement services than those in other areas, while those in the Bullard area were less concerned with ethnic and racial conflict than those in other areas.

Age and sex were less clearly related to respondents' perceptions of the most pressing problems. Younger respondents (i.e., those under 30) were more concerned with child care and family violence than were older respondents. Women were more concerned with child care, problems of the aging, youth gangs, drug babies, and family violence than were men.

Conclusions: There are several conclusions that are inescapable. First, respondents indicated a high level of satisfaction with both Fresno as a community and with their neighborhood. At the same time, respondents were very concerned with a broad range of problems. Over one-half of all respondents felt that crime and drugs were one of the most pressing problems in their community, and over one-third felt that environmental concerns were one of the most pressing problems. Over ten percent felt that traffic and roads, education, population and planning, quality of public officials, and the economy and jobs were one of the most pressing problems. These are not contradictory findings. Americans generally indicate high levels of satisfaction with most areas of their lives. However, when attention is focused on specific problem areas, high levels of concern are evident. It is not contradictory to feel high levels of overall satisfaction, while at the same time, report high levels of concern with particular areas.

Second, while crime/drugs and environmental concerns were the most frequently cited community problems, this does not mean that respondents were not concerned with other problems. When respondents were given a list of specific problem areas, at least one-third of all respondents reported being very concerned with each of these areas.

Third, some respondents were more concerned with particular problems. Those with lower family incomes (under \$20,000 per year) and Hispanics and African Americans reported higher levels of concern than did those with higher incomes and Caucasians. Concern also varied with area of residence, age, and sex, although such variations were less clear than for income and race.

Finally, these findings deal with perceptions. They report how people feel. Respondents have clearly defined perceptions of the problems facing their community. These perceptions vary by area of residence, age, sex, race, and family income. How people feel gives us just one picture of the community and its problems. We must look at other types of data for a more complete picture.

Footnotes

(1) A total of 885 interviews were attempted. There were 461 completions (52.1%), 239 refusals (27.0%), 28 interviews not completed due to language barriers (3.2%), and 157 households which we were unable to contact after four or more attempts (17.7%).

(2) The exact wording of the question is as follows: "How satisfied or dissatisfied are you with Fresno as a place to live?" very satisfied, somewhat satisfied, neither satisfied nor dissatisfied, somewhat dissatisfied, very dissatisfied.

(3) Chi Square was the statistical test used to determine significance. Any relationship for which the probability of obtaining a relationship by chance was less than five out of one hundred was considered to be significant. Detailed tables are not included in the report. Computer printouts are available upon request.

(4) The exact wording of the question is as follows: "How satisfied or dissatisfied are you with the neighborhood where you live?" very satisfied, somewhat satisfied, neither satisfied nor dissatisfied, somewhat dissatisfied, very dissatisfied.

(5) Respondents were asked the zip code in which they lived. After consultation with the City of Fresno Development Department, zip codes were combined into community plan areas. The fit between the community plan areas and the combined zip codes is not perfect, but is the best that can be achieved.

(6) Respondents who were not satisfied with Fresno and their neighborhood expressed more concern with drugs and crime, while those who were satisfied with Fresno and their neighborhood expressed somewhat more concern about environmental issues, public officials, and population and planning issues.

(7) The Gallup Report (1989:6-8) indicates levels of satisfaction ranging from 69% to 94% satisfied with the following areas of one's personal life: housing, standard of living, household income, family life, health, job, free time, and one's life in general.

(8) The exact wording of the question is as follows: "In your opinion, what is the most pressing problem facing Fresno today-- something that needs doing or that needs changing so that the quality of life in Fresno can be improved?" "Which of these problems do you think is the most important?"

(9) The exact wording of the question is as follows: "What do you think the City of Fresno can do to make this problem better?"

(10) The exact wording of the question is as follows: "Now I am going to read a number of social problems that may be of concern to people in Fresno today. For each of these social problems, I would like you to tell me whether you are extremely concerned, somewhat concerned, not too concerned, or not at all concerned about this problem." (See text for list of problem areas.)

(11) Percents add to more than 100 because a person may list more than one problem. The base for the percentages is 441 (i.e., there were 441 respondents who listed one or more problems).

(12) Percents add to more than 100 because a person may be very concerned with more than one problem area.

Table 1

Sample Composition

Area of Residence (by Community
Plan Area)Race/Ethnicity

	%		%
Bullard	18.9	Caucasian	56.6
Central/Edison	9.1	Hispanic	26.1
Fresno/West	20.8	African American	10.6
Hoover/Woodward Park	10.2	Other	6.7
McLane	18.2		100.0 (n=461)
Roosevelt	22.8		
	100.0 (n=458)		

AgeIncome

	%		%
Under 30	24.2	Under \$20,000	37.9%
30 to 49	25.2	\$20,000 to \$39,000	35.0
50 to 59	27.3	\$40,000 and over	27.1
60 and over	23.3		100.0 (n=430)
	100.0 (n=453)		

Sex

	%
Male	36.0
Female	64.0
	100.0 (n=461)

Table 2

Percent of Respondents
Satisfied with Community and Neighborhood

Satisfaction with community

	%
very satisfied	37.2
somewhat satisfied	45.6
neither	5.4
somewhat dissatisfied	8.1
very dissatisfied	3.7
	100.0
	(n=461)

Satisfaction with neighborhood

	%
very satisfied	45.7
somewhat satisfied	29.2
neither	6.7
somewhat dissatisfied	11.4
very dissatisfied	7.0
	100.0
	(n=460)

Table 3
Most Pressing Problems Facing Community (11)

Drugs and crime	%	
	58.0	
drugs		%
		20.3
crime		19.7
drugs and crime		10.4
gangs		2.8
law enforcement		3.3
judicial system		1.5
Environment	36.6	
water and air concerns		32.9
general environmental concerns		3.3
noise		.4
Traffic, roads, highways, transportation	15.8	
Education	13.2	
Population and planning	12.1	
community redevelopment, planning, zoning, annexation		3.4
population and growth		8.7
Public Officials	10.6	
Economy, jobs, city's financial problems, unemployment	10.4	
Homelessness	5.7	
Immigration, refugees	4.6	
Downtown	4.2	
Youth	3.8	

Table 3 continued

Community aesthetics, appearance	3.1	
Limited entertainment, shopping, recreation	2.9	
Housing	2.0	
Other	21.2	
government services	.6	
poverty	1.4	
welfare	1.0	
handicapped	.2	
day care	.3	
community involvement	.2	
morality, family breakdown	.6	
taxes	.8	
medical care	1.9	
elderly	1.6	
racial issues, discrimination	1.4	
AIDS	.2	
utility bills	.2	
people in general	.2	
Westside	1.1	
agriculture	.5	
San Joaquin River Parkway	.7	
waste disposal, recycling	1.2	
cost of living	.6	
other	6.5	

Table 4

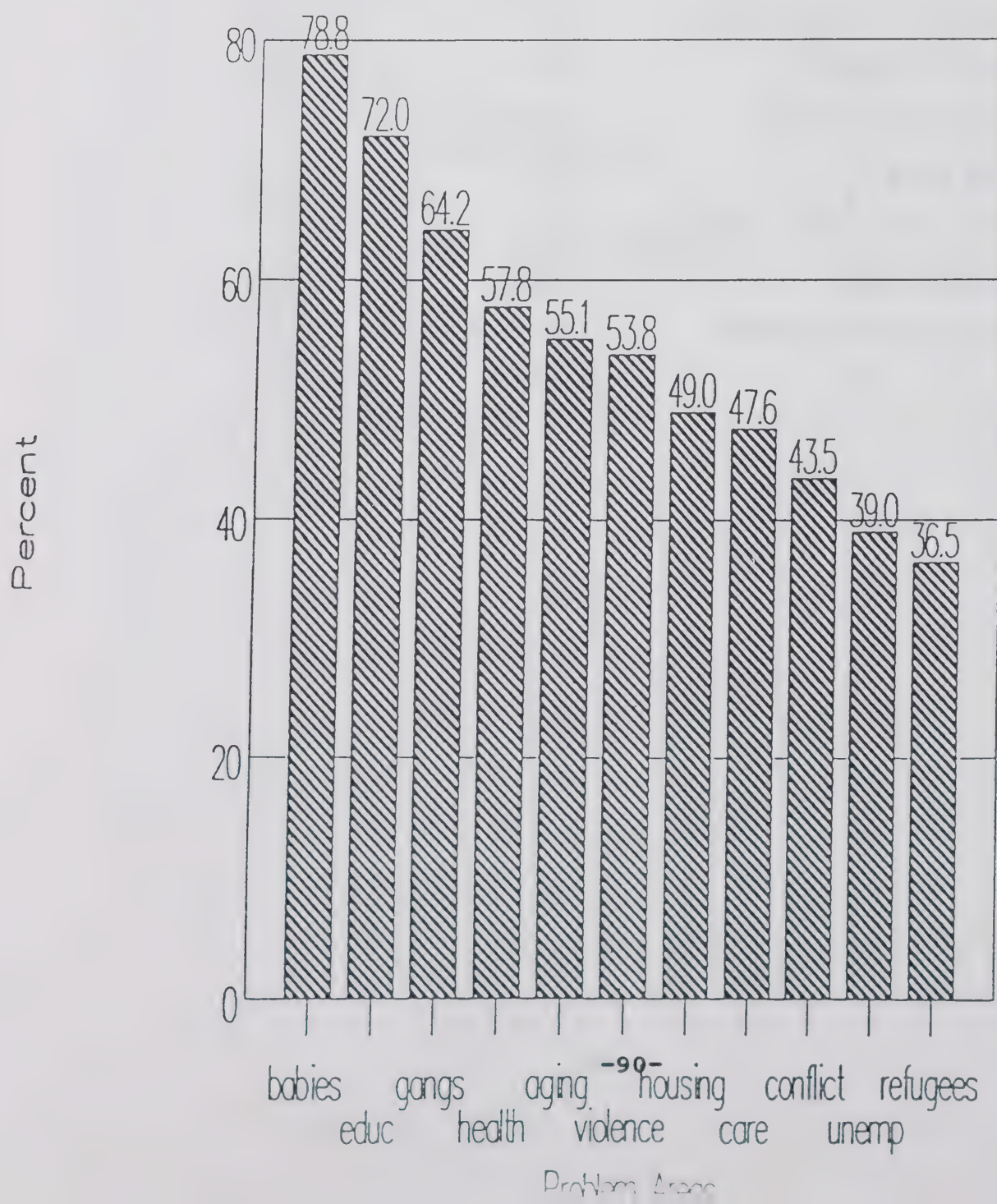
Percent of Respondents Extremely Concerned
with Specified Problem Areas(12)

Drug babies	78.8
Education	72.0
Youth gangs	64.2
Health care	57.8
Problems of the aging	55.1
Family violence	53.8
Affordable housing	49.0
Child care	47.6
Ethnic and racial conflict	43.5
Unemployment	39.0
Refugee resettlement	36.5

(n=450-460)

Figure 1. Percent of Respondents

Extremely Concerned with Problem Areas



CASEID
PREFIX
INTER
ZIP
OVER (1=yes, 2=no)

CITY OF FRESNO CITIZEN SURVEY, 1990

INTRODUCTION

Good (morning, afternoon, evening). My name is _____ and I'm calling from Fresno State University. We're doing a study of the problems facing Fresno today for the city of Fresno and we would like to talk to an adult member of this household. Everything you tell us is strictly confidential. It should only take about ten minutes and we would really appreciate your help.

(IF RESPONDENT IS RELUCTANT OR REFUSES, CONSULT SHEET ON RELUCTANCE OR REFUSALS.)

First, we'd like to ask a few questions to make sure that we are talking to a genuinely representative cross-section of the Fresno community.

How old were you on your last birthday? _____
AGE

We need to verify the number we reached you at. Is this
_____?

1. YES

2. NO (IF NO, INDICATE THAT YOU ARE SORRY YOU BOTHERED THEM AND TERMINATE THE INTERVIEW. DESTROY THE INTERVIEW FORM, AND RECALL THE CORRECT NUMBER.)

What zip code do you live in?

- 01. 93650
- 02. 93701
- 03. 93702
- 04. 93703
- 05. 93704
- 06. 93705

07. 93706

Do you live East of Brawley Ave.?

1. YES 2. NO

Do you live North of Muscat Ave.?

1. YES 2. NO

IF RESPONDENT DOESN'T KNOW, ASK "What is the closest major intersection? _____"

(NOTE: HOUSEHOLD IS ELIGIBLE ONLY IF BOTH ANSWERS ARE YES OR DON'T KNOW.)

08. 93710

09. 93711

10. 93721

11. 93722

Do you live East of Garfield Ave.?

1. YES 2. NO

IF RESPONDENT DOESN'T KNOW, ASK "What is the closest major intersection? _____"

(NOTE: HOUSEHOLD IS ELIGIBLE ONLY IF ANSWER IS YES OR RESPONDENT DOESN'T KNOW.)

12. 93725

Do you live North of Muscat?

1. YES 2. NO

Do you live West of Minnewawa?

1. YES 2. NO

IF RESPONDENT DOESN'T KNOW, ASK "What is the closest major intersection? _____"

(NOTE: HOUSEHOLD IS ELIGIBLE ONLY IF BOTH ANSWERS ARE YES OR RESPONDENT DOESN'T KNOW.)

13. 93726

14. 93727

Do you live South of Dakota?

1. YES 2. NO

Do you live West of Temperance?

1. YES 2. NO

IF RESPONDENT DOESN'T KNOW, ASK "What is the closest major intersection? _____"

(NOTE: HOUSEHOLD IS ELIGIBLE ONLY IF BOTH ANSWERS ARE YES OR RESPONDENT DOESN'T KNOW.)

15. 93728

16. other prefix (specify: _____)

(IF HOUSEHOLD IS ELIGIBLE, CONTINUE TO NEXT QUESTION. IF HOUSEHOLD IS NOT ELIGIBLE, TERMINATE INTERVIEW BY SAYING,

"This completes the interview. Thank you very much for your help.")

(NOTE: IF THE LAST DIGIT OF THE PHONE NUMBER IS EVEN, INTERVIEW A MALE. IF IT IS ODD, INTERVIEW A FEMALE. IF THERE IS NO ADULT OF THE CORRECT SEX IN THE HOUSEHOLD, INTERVIEW ANY ADULT.)

POSSIBILITY 1: Individual is the right sex. Proceed to question A1.

POSSIBILITY 2: Individual is the wrong sex. Proceed to statement below.

(INDIVIDUAL IS OF THE WRONG SEX) It's important that we interview a man in some households and a woman in others so that the results will truly represent all the people in this part of the Fresno area. In your household I need to interview an adult (male/female). May I speak with that person.

POSSIBILITY 1: Individual comes to the phone. Read introductory statement again. Do not ask screening questions again. Proceed to question A1.

POSSIBILITY 2: Person is reluctant to call the individual to the phone. Consult sheet on ways to deal with reluctance or refusals.

POSSIBILITY 3: Individual is not at home or it is not convenient to talk with him/her at this time. Ask when it would be convenient to call back.

POSSIBILITY 4: There is no adult male/female of the correct sex in the household. Respond, "In that case, it will be alright to interview you."

SECTION A

We want to ask you some questions about Fresno and your neighborhood. For each question, tell me if you are very satisfied, somewhat satisfied, neither satisfied nor dissatisfied, somewhat dissatisfied, or very dissatisfied.

	VERY SAT	SOME SAT	NEITHER SAT, NOR DISSAT	SOME DIS	VERY DIS
A1. How satisfied or dissatisfied are you with Fresno as a place to live?	1	2	3	4	5
					(A1)
A2. How satisfied or dissatisfied are you with the neighborhood where you live?	1	2	3	4	5
					(A2)

SECTION B

Now I would like to ask you some more questions about Fresno.

B1. In your opinion, what is the most pressing problem facing Fresno today -- something that needs doing or that needs changing so that the quality of life in Fresno can be improved.

(PROBE: TRY TO GET A SPECIFIC RESPONSE TO THIS QUESTION. USE THE FOLLOWING PROBES:

"Tell me more."

"Could you be a little more specific?"

"Could you explain what you mean by that?"

(B1)

B2. What do you think the city of Fresno can do to make this problem better?

(PROBE: TRY TO GET A SPECIFIC WAY IN WHICH THE CITY CAN IMPROVE THIS PROBLEM AREA. USE PROBES ABOVE.)

B3. In your opinion, are there any other pressing problems facing Fresno today -- something that needs doing or that needs changing so that the quality of life in Fresno can be improved?

(B3)

B4. What do you think the city of Fresno can do to make this problem better?

B5. In your opinion, are there any other pressing problems facing Fresno today?

(B5)

B6. What do you think the city of Fresno can do to make this problem better?

(NOTE: CONTINUE TO ASK QUESTIONS B5 AND B6 UNTIL THE RESPONDENT SAYS THERE ARE NO OTHER PROBLEMS. USE ADDITIONAL CODE SHEETS AND STAPLE TO BACK OF INTERVIEW.)

SECTION C

Now I am going to read a number of social problems that may be of concern to people in Fresno today. For each of these social problems, I would like you to tell me whether you are extremely concerned, somewhat concerned, not too concerned, or not at all concerned about this problem.

	EXT CONC	SOME CONC	NOT TOO CONC	NOT AT ALL CONC	
C1. Unemployment	1	2	3	4	(C1)
C2. Affordable housing	1	2	3	4	(C2)
C3. Health care	1	2	3	4	(C3)

C4.	Refugee resettlement services	1	2	3	4	(C4)
C5.	Education	1	2	3	4	(C5)
C6.	Child care	1	2	3	4	(C6)
C7.	Problems of the aging	1	2	3	4	(C7)
C8.	Ethnic and racial conflict	1	2	3	4	(C8)
C9.	Drug babies	1	2	3	4	(C9)
C10.	Youth gangs	1	2	3	4	(C10)
C11.	Family violence	1	2	3	4	(C11)

C12. Which one of these areas are you most concerned about? I'll read the areas again -- unemployment, affordable housing, health care, refugee resettlement services, education, child care, problems of the aging, ethnic and racial conflict, drug babies, youth gangs, and family violence. Which one area are you most concerned about?

01. UNEMPLOYMENT (C12)

02. AFFORDABLE HOUSING

03. HEALTH CARE

04. REFUGEE RESETTLEMENT SERVICES

05. EDUCATION

06. CHILD CARE

07. PROBLEMS OF THE AGING

08. ETHNIC AND RACIAL CONFLICT

09. DRUG BABIES

10. YOUTH GANGS

11. FAMILY VIOLENCE

C13. What do you think the city of Fresno can do to help solve the problems related to {insert area chosen in C12}?

(PROBE: TRY TO GET A SPECIFIC WAY IN WHICH THE CITY CAN IMPROVE THIS PROBLEM AREA. USE PROBE QUESTIONS ABOVE.)

SECTION D

Now we need to know a little about you. The information you give us will be used for statistical purposes only.

(ASK ONLY IF NOT ASKED IN SCREENING.)

D1. How old were you on your last birthday? _____ (D1)
AGE

D2. What is the highest grade of school or year of college you completed? (D2)

GRADE OF SCHOOL												COLLEGE					
00	01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	17+

D3. Are you married now and living with your (husband/wife) -- or are you widowed, divorced, separated, or have you never been married?

1. MARRIED AND LIVING WITH SPOUSE (D3)
(OR SPOUSE IN SERVICE)

2. WIDOWED

3. DIVORCED

4. SEPARATED

5. NEVER MARRIED

D4. Do you have any children 18 years of age or younger living with you now?

1. YES (GO TO D5) (D4)

2. NO (GO TO D6)

D5. (IF YES) How many? _____ (D5)

D6. Do you live in the city of Fresno, a county pocket within the cities boundaries, or outside the city boundaries?

1. WITHIN CITY (D6)

2. COUNTY POCKET

3. OUTSIDE CITY

D7. How many years have you lived in the Fresno area?

_____ YEARS (ROUND TO THE NEAREST YEAR) (D7)

(ASK ONLY IF NOT ASKED IN SCREENING)

D8. What race or ethnic group do you consider yourself?
(PAUSE, IF NECESSARY, READ SELECTIVELY)

1. WHITE OR CAUCASIAN (D8)

2. HISPANIC, MEXICAN, MEXICAN-AMERICAN, OR CHICANO

3. BLACK, NEGRO, OR AFRICAN-AMERICAN

4. ASIAN

5. OTHER (SPECIFY: _____)

D9. Finally, this is our last question. To get some idea of people's financial situation, we need to know the general range of incomes of all the families and individuals we talk to. Think of the income before taxes of all members of your family living with you in 1989. Was the total family income from all sources, including your own, \$20,000 or more in 1989 before taxes?

(PROBE, IF UNCERTAIN: WHAT WOULD BE YOUR BEST GUESS?)

1. YES (GO TO D10)

2. NO (GO TO D11)

D10. Was it \$40,000 or more?

1. YES (GO TO D13)
2. NO (GO TO D12)

D11. In which of the following categories did your income fall?

01. LESS THAN
\$5,000

02. \$5,000 TO
\$9,000

03. \$10,000 TO
\$14,000

04. \$15,000 TO
\$19,000

D12. In which of the following categories did your income fall?

05. \$20,000 TO
\$24,000

06. \$25,000 TO
\$29,000

07. \$30,000 TO
\$34,000

08. \$35,000 TO
\$39,000

D13. In which of the following categories did your income fall?

09. \$40,000 TO
\$44,000

10. \$45,000 TO
\$49,000

11. \$50,000 TO
\$54,000

12. \$55,000 TO
\$59,000

13. \$60,000 OR
MORE

CLOSING STATEMENT: This completes the interview. Thank you very much for your help.

(RECORD RESPONDENT'S SEX

1. MALE
2. FEMALE

IS THIS PERSON THE RIGHT SEX FOR THIS HOUSEHOLD? (MALE IF LAST DIGIT IS EVEN, FEMALE IF LAST DIGIT IS ODD)

1. YES
2. NO

IF NO, EXPLAIN WHY NOT. _____
_____)

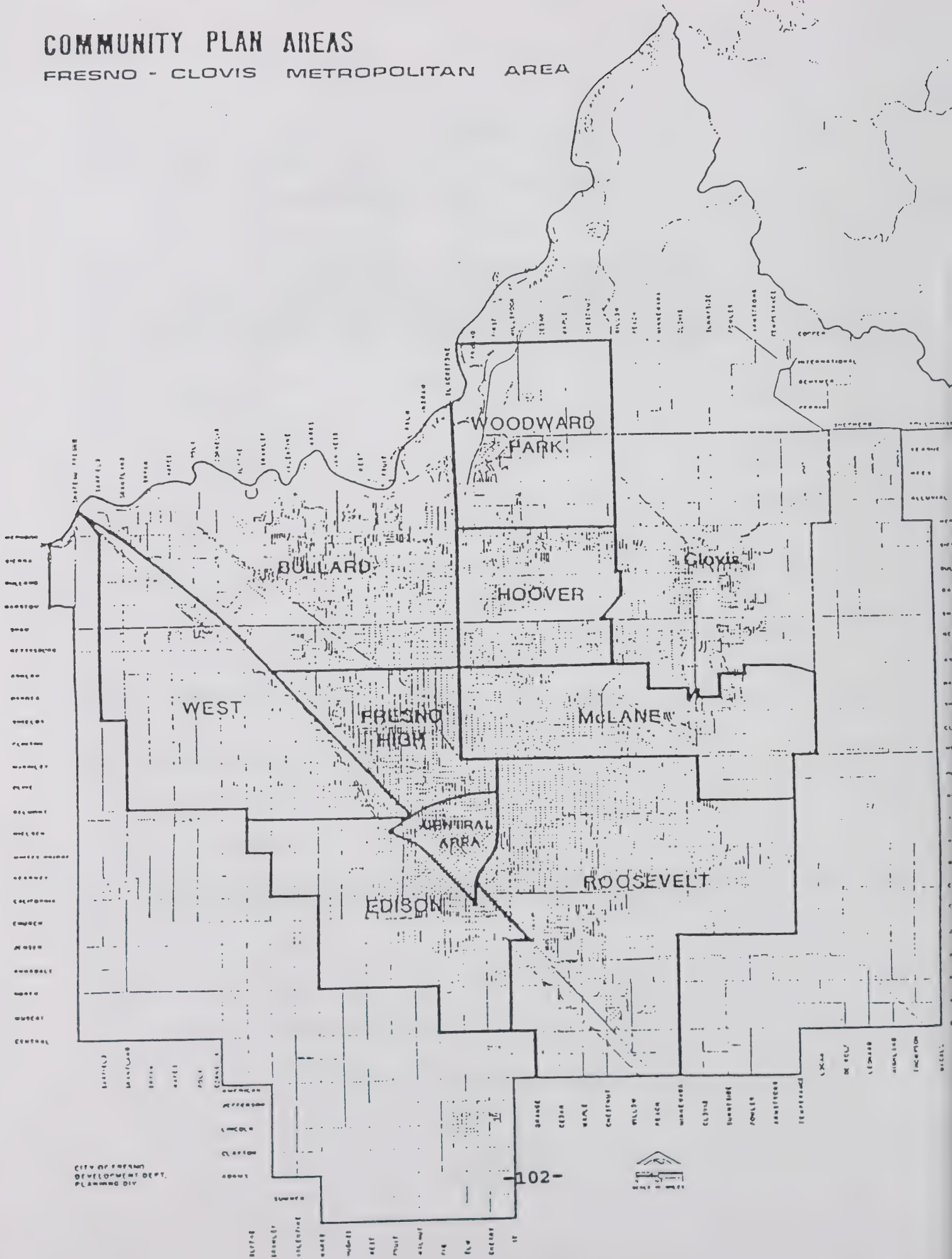
Appendix B

Prefixes Used in Survey

221	222	224	225	226	227	228	229	233	237
251	252	255	264	266	268	275	276	291	292
294	297	298	299	323	348	431	432	434	435
436	438	439	441	442	445	449	453	454	456
485	486								

COMMUNITY PLAN AREAS

FRESNO - CLOVIS METROPOLITAN AREA



SOCIAL SERVICE PROVIDER SURVEY

Introduction

The primary purpose of the Social Service Provider Survey was to interview a sample of social service agency directors (or their representatives) and ascertain local views regarding clientele, programs, and social problems in the Fresno community. We sought to identify key social service agencies and key respondents who could provide a perspective on the development of a Social Goals and Policies document for the City of Fresno. The aim of this report is to describe the findings from this survey by presenting the more salient themes that emerged from the lengthy interviews.

The Social Service Provider Survey represents the second phase of the needs assessment of the Social Goals and Policies document Study for the City of Fresno. The first phase consisted of a survey of residents. This second phase is an exploratory, partly descriptive study conducted among 42 selected social service agencies during the months of July through September 1990. In consultation with the Social Goals and Policies document Committee, the research team developed an outline of the study questions, developed the interview instrument, and selected the social service agencies to be interviewed.

Interview questions were specifically developed to elicit respondents' perspectives on the needs and social problems faced by the clients they serve. We wanted to know how these agencies serve their clientele and how they function in the Fresno community as a whole. A set of questions focused on what respondents thought were the most pressing problems facing Fresno today and into the 1990s, and what the city can do to solve them.

In addition, since we anticipated problems in reaching the Southeast Asian segment of the community in the citizen survey (partly because of language barriers), a section of the questionnaire focused on the specific needs and social issues faced by this group.

Social agencies that had relevance to the issues being studied were selected by a purposive sampling plan. Since this survey was in large part an exploratory study, and since we were particularly interested in social agencies serving different segments of the community, we relied on our judgment and prior knowledge of agencies in selecting those that would best serve the purposes of the study.

The sampling method was non-probability; that is, we do not know the probability of each case being included in the sample. Thus, there is no way of knowing precisely the representativeness of the social agencies selected. The selected agencies, however, do represent a variety of social services offered by public and private non-profit organizations in Fresno.

The purposes and functions of these agencies vary and range from small community-based organizations to large public organizations such as the County Department of Social Services and the Fresno Unified School District. In addition, we believe the study gathered a rich body of information from respondents highly interested in the city's social planning process. This information enabled us to identify many of the most important needs and priorities reflected by different groups and service providers in the Fresno community.

In selecting the agencies for the study, we used a specific set of criteria. First, the agency should be governed by a board of directors and staffed by human service personnel who provide a specified range of social services for members of a population group that is vulnerable to a specified social problem. Second, the agency may be funded by a combination of philanthropic contributions and privately solicited donations, governments, by fees paid by those served, or by third-party payments. Third, the agency has explicit bylaws that determine which clients to serve, what problems to combat, and what methods to use in providing services.

All selected social agencies received a letter explaining the nature and purpose of the survey. This letter included the list of questions so that respondents could prepare prior to the interview. The average time for interviews was one hour.

The survey instrument consisted of open-ended questions; that is, respondents were asked to provide their own answers to questions. Respondents spoke their concerns about their programs and community problems, and the interviewer recorded the answers exactly as given. The written comments were analyzed and coded according to patterns and themes. The presentation that follows consists of a discussion of those general patterns. Respondents' comments are used as examples and illustrations of the major findings.

The presentation of the material is divided into four parts. Part I discusses the characteristics of the clientele. Part II gives a description of the social agencies. Part III presents respondents' views of social problems and social service delivery issues in the Fresno community. Part IV discusses the problems and needs in the Southeast Asian community.

PART I
CHARACTERISTICS OF CLIENTELE

One focus of the Social Service Provider Survey was to find out who were the people served by the agencies and to describe them in terms of numbers, sex, age, ethnicity, and employment status. The study found that the sampled social service agencies provide services to a variety of people with a variety of needs in the Fresno community.

In general, however, these agencies serve people in lower income brackets with particular types of needs. Since many lower income people are ethnic minorities, these agencies also tend to serve a large number of ethnic community members. This section of the report discusses the characteristics of the people served.

A. Number of People Served

We asked respondents to give us an estimate of the number of people served monthly and yearly. The number served depends on several factors such as funding regulations, the size of the agency, and the nature of the service provided. For example, one agency provides shelter to 16 clients for 60 to 120 days. The number of clients depends on the number of beds available in the shelter. This kind of agency is thus different from one that provides information dissemination to large entities such as schools, civic clubs, churches, and other organizations.

One such agency estimates that it provides information to over 16,000 recent immigrants per month. Another agency provides volunteer and other supportive services to roughly 2,500 senior citizens per month in all local hospitals and to 46 other social agencies. Given this diversity of agencies and clientele, we estimate that the sampled agencies provide services to over 63,000 individuals per month (some of whom reside outside the City of Fresno and outside Fresno County).

B. Sex and Age

The sex characteristics of the clientele varied by the agencies' specific service focus. For example, 14 agencies reported that 70 percent or more of their clients are female. These agencies tend to specialize in serving low-income families, many of whom are headed by females. One agency focusing on alcoholism among women had 100 percent female clients. On the other hand, 10 agencies reported that 70 percent or more of their clients are male. These agencies tend to specialize in substance abuse, homelessness, adult and youth offenders, and job training.

The age of clientele also varied with respect to agencies and type of services provided. Social agencies that reported a high percentage of clients 21 years of age and under tend to focus on child abuse, youth offenders, education, and low-income families. On the other hand, agencies with a high percentage of elderly clients reported that they provide services in the areas of home health care, the terminally ill, and low-income and isolated elderly people.

Thus, the age and sex of clientele varied by agency and service, and no overall pattern was identified for the total sample of social agencies.

C. Ethnicity

We asked respondents to give us a percentage breakdown of the ethnic composition of their clientele. The information gathered, however, is not complete. In some agencies accurate data is kept, but in many other cases respondents gave us very rough estimates. In a few cases the respondent did not know, and in a few other cases no estimates were given at all since no data were kept. From the information we did gather, we found that the ethnic percentage varied by type of agency.

Those agencies that provide prevention and intervention services and those that target problems of immigration and refugee status have high percentages of ethnic group participation. Looking at the total sample, however, we find that Caucasians participate in great numbers in many of these agencies. Southeast Asians, on the other hand, participate mainly in those agencies that specifically deal with Southeast Asian issues.

D. Percentage Below Poverty Level

Many of the service agencies interviewed provide services to the poor in the Fresno community. Thirty out of the 42 agencies reported that over 75 percent of their clientele earn incomes below the poverty level. Thirty-five agencies have 50 percent or more of their clients below the poverty level.

E. Percentage Unemployed

As might be expected from the reported percentage of clients below poverty level, most of these agencies also service many individuals who are unemployed. Twenty-nine agencies reported 75 percent or more of their clients are unemployed.

F. Percentage of Refugees

In general, most social service agencies reported low percentages of refugees as clientele. Many of these agencies tend to focus on traditional social services such as drug abuse, mental health, and other types of intervention. Higher percentages of refugee clientele, however, were reported by agencies specifically organized to provide service to them. Several agencies whose clientele represented 80 to 90 percent refugees tend to be those agencies managed by members of the Southeast Asian community.

PART II CHARACTERISTICS OF THE SOCIAL AGENCIES

Another focus of the survey was an examination of social service agencies serving the needs of people in Fresno. We anticipated that an examination would contribute to a better understanding of the types of service offered and the special needs and problems addressed. An understanding of these agencies and their roles in the community is thus central to the development of goals and policy guidelines.

A. Funding Sources

The agencies are dependent upon external sources of funds to operate and maintain their service delivery. These sources include federal, state, county, and city agencies, foundations and other philanthropic organizations, and private individuals and associations in the community -- including clients who pay fees. Nineteen agencies reported that they receive funding from the City of Fresno; 23 agencies reported receiving funds from Fresno County.

B. Relationship to Other Agencies

Most of the social service agencies maintain a number of formal and informal relationships to other agencies. Some operate within the organizational framework of bureaucracies such as Fresno County Social Services Department, Fresno County Mental Health, Fresno County Economic Opportunities Commission, and Fresno Unified School District. Other agencies are more independent but maintain a network of formal and informal referral services. With such a network, many of these agencies are able to broaden the service options for their clientele by increasing their access to other service agencies.

C. Agencies' Service Area

Most agencies designate Fresno County as their service area. The City of Fresno is thus serviced along with other communities in the county. Some agencies also provide services to residents in other counties. Tulare, Kings, and Madera were frequently mentioned by those agencies. While most of the agencies are located within the city boundaries, only a few provide services only within the boundaries.

D. Primary Target Population

All agencies provide services to a pre-identified clientele. Targeted populations were described in terms of their needs or social problem afflicting them. Some agencies focus on economic factors such as poverty and unemployment. For example, these agencies tended to report that they serve "low-income families," "the homeless," or "those in need of food and assistance." Other agencies reported that they serve people faced with specific problems such as "victims of domestic violence," "sexual assault victims," "refugees in need," "limited English speakers," "high school dropouts," "the disabled," "persons infected or affected by HIV," "adult and juvenile offenders," and "homeless women."

E. Types of Service Offered

One way to describe these agencies is to examine the kinds of services provided. The primary service function of these agencies is to provide personal social services to individuals, families, and groups. For the most part, these services are developmental, rehabilitative, supportive, and preventative in nature. Examples of responses include the following:

"We offer employment and training to unemployed residents who qualify under the Federal Job Training Act. Along with on-the-job training and vocational classes, we offer job-training-related services such as transportation, locating child care, supplying work clothes, and purchasing tools."

"Our program tries to change the cycle of alcoholism in women. We provide shelter to alcoholic women. We also provide a program that includes alcohol awareness, principles of recovery, living sober, and self-esteem. We have parenting classes and family group counseling. We have a very extensive program involving the client and her children with child communication skills."

"A big emphasis in our program is drug, alcohol, and pregnancy prevention. Traditionally boys' and girls' clubs provide recreational activities to keep kids active and off the streets. We go quite a bit beyond that by doing a lot of youth development providing a lot of youth-development activities organizing kids in groups and doing esteem-building activities."

"We provide domestic violence services (intervention, prevention, and treatment), counseling (crisis, short-term and long-term), individual and group counseling for victims, survivors, children, and batterers. We provide a hot-line, shelter, food, clothing, legal advocacy, court escorts, outreach, education and volunteer training."

"Resettlement services which include preliminary paperwork, consultation on refugee problems, and advocacy when there is a problem on a case to go to a congressperson, or whatever needs to be done to try to work it out. We also provide furniture, food, clothing as needed, cultural education, worship leadership, and sponsorship of refugees by church groups in order to resettle in the U.S. This sponsorship is supposed to last months, but many times lasts longer and the church group feels good about maintaining the relationship. The family assists the refugee family in all manner of ways to help them acculturate."

"Primarily we provide food for home preparation. We try to identify the cause and reason why families are put into the position of getting food assistance. If there are some other resources that we can direct them to in order to help alleviate the basic cause of poverty, we do that also. We also have the thrift store (we are closely aligned to the Catholic Charities thrift store in the same building). If people are in need of clothing or furniture, we can refer them to the thrift store for assistance. But our main purpose is food for those in need."

A second type of service function provided by nearly all of the agencies is access to other agencies and information and referral. These agencies operate within a well-developed network structure in the community that allows them to extend the range of services to clients. Many agencies serve as specialized access structures that are available to local residents who might not have direct or ready access to the external social service system and networks. For example some respondents stated:

"We provide social service referrals to existing agencies. We work with the Bureau of Indian Affairs (BIA) for enrollment of students for higher education scholarships and direct job training tuition to trade schools (truck driver school, for example). I speak at the schools (elementary, high school, college) to make them aware of how many Native Americans are here in urban areas, what tribes are not recognized, scholarships that are available."

"We refer many of our clients in the areas of health, employment training and placement, job orientation, English-as-a-Second-Language referrals. We act as an advocate in tenant/landlord problems. We act as a legal service advocate. For example, many of our clients don't understand the divorce system. We also get referrals from the court where we mediate between a couple who are getting a divorce. We give out immigration information and refer (to other agencies)."

"We provide pre-sentencing advocacy, evaluation, and diversion from incarceration, and look for appropriate treatment from other agencies (employment training, treatment, education, etc.)."

In addition to the numerous services provided, some social agencies advocate for their clients in courts and other institutions. For example:

"We have the Family Advocacy Program. We provide representation for client families experiencing emergency situations such as evictions, utility shutoff, student school problems, lack of food, loss of income, etc."

F. Special Needs and Problems Addressed

We asked agency respondents what special needs and problems in Fresno are met by their agency. In general, the nature of special needs and problems are those commonly experienced by low-income individuals and families, refugees, victims of abuse or assault, students-at-risk, substance abusers, and offenders. Most respondents, however, described the special needs and problems in terms of the type of services they provide. For example:

"We primarily deal with sexual assault victims in the three counties. We are the only agency in town which has all the components here under one roof. If someone was assaulted and taken to the hospital, we can refer them here immediately and have them set up a counseling appointment through the whole process with our agency."

"One of the major problems in Fresno is that over 25 percent of our people in this county are living at or below the poverty level. We are in the top 10 percent of having the highest percentage of poor in the nation, and yet we are in one of the richest agricultural areas of the world. We supply food to those in need."

"We deal with low-income and isolated elderly people. [We provide] all services that meet the special needs of the elderly, a wide variety of needs."

"Our agency is ready to answer the needs of the refugees. For example, if they need a legal matter taken care of, we find out what they need and refer them to the proper agency. We are the representative of the Southeast Asian community. Another example would be a tenant/landlord situation or dispute. We act as a mediator, set up appointments, go with the client and translate for them."

"We meet the special needs of recreation and socialization. We provide meeting space for all groups who wish to use the facilities. We assist in parenting and we view ourselves as an extension of the family unit. Our staff is trained in all facets of the social services as well as recreation and we network with other agencies to provide services to our clients."

"The special needs relate to education. We provide appropriate education to all Limited English Proficiency (LEP) students because they are new to the country."

With respect to the question of special needs addressed by the agencies, we find that many see themselves as unique or as the only agency in the Fresno community dealing with the identified problem. For example, some respondents stated:

"The need we meet is the growing homeless population. We are unique in that we counsel [clients] on their homeless problems so hopefully they won't repeat the cycle. This, of course, is in addition to providing them with food and shelter."

"By far the real special need is that we are one of the few agencies existing in the area we serve. We know the area's needs and problems quite well, unemployment, drug abuse, dropout, etc. Other agencies may not be accessible to the area of clients they serve. We are in tune with the problems our clients have and we try to deal with them effectively."

"A real unique problem that we deal with is the problem of threats on the lives and physical safety of victims or their children. We are here to intervene and provide a safe place for them. We also deal with post-traumatic shock and stress that the victims undergo after leaving a relationship because they have been involved in severe ongoing abuse."

"We have documentation that there are at least 31,000 women in Fresno County with alcohol problems. We are the only agency in Fresno that treats alcoholic women. Other agencies have a co-ed treatment program."

"Our G.E.D. program is the only place in the City of Fresno where 18-year-olds and older persons can earn a certificate."

"We are the only community-based (non-profit) agency that provides services to persons infected with the HIV virus. We provide death and dying counselors. We provide information/referrals to doctors and dentists, as well as, will, power of attorney, and funeral arrangements."

G. Approaches to Problems

We asked respondents how their agency tries to meet the identified problems. The most common approach by these agencies is direct service or intervention. Alleviating immediate distress and providing for the basic necessities such as food, housing, and health care is a priority for many of these agencies. Many agencies have specific programs for dealing with the needs of their clients. Some agencies engage in a combination of direct service activities in carrying out their objectives. For example, two respondents stated:

"Our services decrease incidents of domestic violence in families. When a family comes in we can actually intervene and break the cycle of violence, thus preventing it from occurring in the future."

"We have provided a home where women can live while getting treatment for alcoholism. We also have a non-residential component to our program. The women can stay at their own home and come here during the day for the program. We have lots of outside specialists who come and speak to the women on issues of nutrition, medical aspects, vocational rehabilitation."

One direct service approach involves education. This approach includes various service provider roles such as teacher, counselor, or expert. The objective is to help people acquire information, knowledge, and skills. For example:

"We have a drug and alcohol abuse and teen pregnancy prevention program called "smart moves". It deals with resistance skills to drugs and alcohol, and early sexual activity. In all of the things we do, we try to develop self-esteem, a sense of competence and usefulness, and a sense of belonging."

Another approach used by many agencies is facilitation. This approach encompasses a number of roles such as enabler, supporter, mediator, and broker. Objectives are to stimulate and mediate networks and linkages between agencies and organizations. Activities include resource finding, interpreting, and network building. For example:

"We represent the Southeast Asian community to solve the many problems in any way. We are a "linkage" to the Southeast Asian community. We understand the culture and can get many things taken care of because of that. They come to us with the problem and we act as a mediator."

Closely related to facilitation is the method of advocacy. This includes roles of advocating on behalf of clients. The objective of this approach is to help a client or an agency obtain a needed resource or service. Some agencies see themselves primarily as advocates for their clients.

"We have the advocacy program. People come to us for various needs, and usually these are needs that other agencies don't meet, such as problems negotiating with finance and insurance companies, and problems negotiating with the Department of Social Services or Social Security."

"I have been assertive and very active in going to Sacramento and talking to legislators. The federal grant has helped to develop more beds. I went to Washington, D.C.; I joined a national organization, "The Therapeutic Communities." We meet with the legislators on a regular basis and we push for more services, not only in Fresno, but all over the country."

For some agencies, the ethnic composition of staff, the emphasis of ethnic culture and language in service delivery, and the proximity of the agency to the community it serves, are considered important factors in their approach to problems. Several respondents stressed the importance of ethnicity for social service delivery.

They described how their agency staff is able to establish trust and credibility with the community. By incorporating ethnic/cultural and language dimensions to their service delivery, these agencies believe that clients will be better served by more culturally sensitive and understanding providers. For example:

"The agency delivers bilingual and bicultural services. We have a bilingual/bicultural counselor who has also arrived in this country in the last decade. The counselor is sensitive to the new arrivals' orientation and is able to deliver better services to the refugee, having been through the process himself and coming from the same culture."

"Our clients are very confident that their own people are helping them with their needs and problems. The staff is from the same culture and speak the same language so our clients accept our help better."

"The key thing is that we maintain our focus in terms of visibility to the targeted area. We focus our activities and philosophy to our clients. We have a number of staff (75 percent) who are familiar with, or live in, our target service area, so we have good credibility with our clients. We feel we serve them much better this way."

"Through our funding sources, we hire qualified people to work in the program who are proficient in the ability to contact employers for job placement of our refugees. We have a bilingual staff who understand both systems and our cultures, to help in areas of counseling and referral."

H. Perceived Impact of Agency

We asked respondents how they would evaluate the impact of their program on the people they serve. We wanted to get a sense of the agency's own efforts in dealing with the identified needs and problems in the community. Most respondents reported that the impact has been positive and successful. Generally, they tend to believe in what they do and in their agency's accomplishments. Some respondents reported that their agencies have conducted their own internal evaluation of service delivery; other respondents reported more subjective views regarding their success. Many agencies have received informal feedback from clients, from other agencies, and from city officials. For example:

"We feel we have a strong impact on the families that stay in the program for a period of six months to one year. We evaluate the impact of the program by the people who stay in the program a length of time."

"We are doing an excellent job. We receive many letters thanking us for helping. We are also monitored by all funding agencies to make sure we are doing what the programs were designed to do."

"I think the impact is tremendous and really positive because we have had a lot of people, now out on their own, just come by and say 'thank you'."

I. Perceived Impact of Agency

We have been successful with our clients in that many of them are going into independent-living situations, obtaining employment, and doing so in a healthier frame of mind.

"We find our program to be very successful and positive. We have such a comprehensive program that we show an 85 percent success rate for the women who complete our program (based on a one-year follow-up). Many of our former clients stay connected with us (keep in touch, volunteer). Our first client we had in 1979 is still connected to our agency; she does volunteer work here."

"We just did a client-satisfaction survey and could not find anybody unsatisfied out of 60 or 70 clients. It was a phone survey, randomly selected out of about 1,000 clients and there were 10 to 12 questions asked. They were all very satisfied with our services."

"We get feedback from schools, teachers, parents, and kids themselves stating their satisfaction. We have received the Juvenile Prevention Agency Award in the past. But I think the thing that really tells us of our success is when we do an annual evaluation of what we see statistically in the improvement of children."

"The one improvement that comes to mind is the increase in self-esteem. We see increases in self-esteem pretty much across the board. Our volunteers become the biggest cheerleaders in the children's lives. We feel successful in what we do."

Some respondents view their agency's success in terms of the changes in clients' attitudes, behavior, and skills. Since many of these agencies deliver direct services to individuals, they are very much concerned with change and development of the person. For example:

"I don't have local statistics, but I personally have seen (been with this organization 22 years) a lot of kids who have made drastic changes in their lives, attitudes, and improvement in their school performance."

"We have been successful with our clients in that many of them are going into independent-living situations, obtaining employment, and doing so in a healthier frame of mind. And by contributing to our community instead of injuring our community (by becoming a crime statistic), by leading a more positive life."

Some agencies believe they are successful with the limited resources with which they operate. Many respondents, however, stated that the lack of adequate resources prevents them from being even more successful. Some argue that they need more resources (funds, staff) in order to provide services. And they stated that many problems go unaddressed for lack of funds. For example:

"I would evaluate the impact of our program in two ways. One, we provide maximum services with the resources that we have. We feel we do an excellent job. However, the lack of adequate resources does not allow us to do what we would like to do."

"Without our program, these people would be without any services. For the amount of money we can spend, we are impacting our clients in a good way. We have more clients than we can really handle. We need more staffing and more funding. The needs are greater than we can provide."

"I think we do a tremendous job, especially with only \$22,000 of funding this year."

A few respondents see their agency's efforts as successful, but stated that there is a greater need in the community. They tended to see their services as one part of a bigger picture. One representative respondent stated:

"I think it is just a drop in the bucket. I think for the number of people out there that need the services, we are touching some, but we are sure not reaching all of them. We are successful with the ones we serve though."

J. What Their Program Does That Other Programs Do Not

We asked respondents to specify what their agency does that other agencies do not. Again, in general, most respondents believe that their agency, or a program/activity within it, is unique. Most were able to distinguish what they do from that of another similar type agency. This theme surfaced earlier when we asked what special needs and problems in the community their agencies address. For example:

"We are "the" domestic violence agency in Fresno County. There are other shelters and other child abuse programs, but there is no other DV center in Fresno County. We provide for the whole family unit (counseling, etc.) and no other agency in the county does all of this. We have also the only DV hotline, and we are the only confidential shelter for victims of DV."

"We are the only youth-serving agency or program that provides a well-rounded program and that serves a variety of needs for kids. From developing socialization skills to drug and alcohol; from teen pregnancy prevention to sports, athletics, recreation, and tobacco use prevention. I don't know of any agency dealing with all these in the same program."

"No other agency does what we do in serving the visually impaired and blind. There is no duplication of our services. We are the only agency (as far as service to the blind) in Fresno with social workers with master's degrees and who also visit the clients in the home, and do case management on a one-on-one basis."

"We are the only agency in town that has all of its components under one roof."

"I think that we are the only program that serves the caregiver; most agencies serve the patient."

"We are unique in that we do provide counseling services to the clients, instead of merely warehousing them and sending them back on to the streets."

Some respondents described their uniqueness in terms of their knowledge of clients, their unique staffing and cultural content of services, and their location in the community they serve. As mentioned earlier, some respondents take ethnicity to be a positive component of service delivery. In general, these agencies attempt to respond to the distinct cultural and social needs of ethnic groups that make up an increasingly large component of the local community. For example:

"Oftentimes agencies with similar programs do not operate in the targeted community of their programs. They are not accessible to their clients because of transportation, etc. One reason we started the alcohol recovery home in west Fresno was because the people in that area did not have one. Also, our clients feel comfortable with us because we are culturally relevant. Our staff is a cross-section of ethnic groups that relates favorably with our clients."

"We are experts here. We specialize in Cambodian ethnicity, though other agencies do serve Cambodians. We know the culture and the language. To do translations in Cambodian, other agencies come to us. We are the only ones in Fresno with a Cambodian computer/typewriter."

"We are a grassroots organization and we have the bilingual/bicultural staff here and understand the needs of the Indochinese community. We can approach the Indochinese community better than any "outsider" because we come from that culture ourselves. We do not simply tell our clients what to do; but, instead ask, "What are your needs, what can we do to help you?"

K. Successful/Innovative Aspects of Agency

We wanted to get an idea of the extent of innovation and creativity among these agencies, at least from their own perspective. We asked respondents to identify aspects of their programs which have been especially successful or innovative. Most respondents described either a component or a whole program within their agency of which they are especially proud. For example:

"Well, I think the entire program has been successful. We place a lot of people in jobs. We put in a farming training program. Now our clients are helping others to learn about farming too. Many of our former clients are in professional jobs in the school district and the health department. Many clients with little education when they first arrived here, now have college degrees from CSUF/City College. Their progress is wonderful."

"The intense contact and services that we provide to children from families where there is violence. There is no other program in the county, that I know of, that offers recreational therapy."

"Our pregnancy/post-partum, substance-abuse program is a good example. We meet the need with this program in west Fresno. West Fresno has a high pregnancy rate and a high infant mortality rate, and, of course, a high substance abuse rate. This has been a successful program, but there really is more of a need than we can meet unfortunately."

"Our agency is the originator of motivational training. When the refugee would come to our office to look for a job, I explained that "posture," dressing appropriately, a firm handshake, etc., were all important for a successful job interview. We started doing this two years ago and this helps to build their self-esteem."

"One aspect of our counseling component which has done extremely well is our pre-school-age program. Two of our counselors designed this program and it is for pre-school-age children who have been victimized. It is something new and other agencies, even in other towns, have asked for outlines and information regarding that program."

L. Difficulties/Problems in Offering Services

We followed the question of success with one directed at difficulty or major problems facing the agency, as an organization. The major theme that surfaced is the lack of funding and resources for service delivery and staffing. Most respondents in one way or another voiced this concern. This indicates that the demand for different kinds of services may exceed resources. For example:

"Getting sufficient funds to run the shelter program is the key problem."

"Not enough funding for the programs which leads to not enough staff or resources for the clients."

"We can't serve all the clients that come to us because of lack of resources. The need is greater than we can address. We can only do so much with the resources that we have, and the need keeps growing."

"Funding is a big problem. We need more funding for more staff so we can do what we need to do. We could greatly improve our services with more funding."

"The reduced funding for adult education from the governor's budget last July 1989 has taken a toll on our program."

"I think the biggest problem is lack of funding to adequately meet the needs that are out there. We just do not have enough resources to serve everyone who needs service. With the governor's proposed budget cuts, our government dollars will be shrinking, and we need to develop more private resources because we can't depend on government to have human beings as a priority. There are limited resources for which we all are competing."

Following the concern with resources were the difficulties encountered communicating with recent immigrants and members of ethnic communities. While some agencies have the knowledge, skill, and experience to service immigrants, many mentioned that cultural differences and lack of bilingual staff create particular difficulty for service delivery. For example, some respondents stated:

"Acculturation; the Southeast Asian culture is so different from ours, and it presents problems. Our most difficult thing is speeding up the assimilation process, but still respect their culture."

"The refugee families are very large and when the refugee does become employed, they have to start from the bottom which means low pay."

"Getting bilingual counselors and staff is a major hurdle. We are working constantly to try and get people with those talents into our agency and it is an on-going recruitment. We are hoping to get at least an advocate to come on staff that is bilingual who could go into different groups with the counselors. Hmong, Lao, and Hispanic staff are really needed here."

Another theme (but not a major one) that came out of this question of difficulty was one regarding agencies' image problems and misunderstanding by the public. Many of these agencies service the poor and people with special needs who are generally stigmatized by the community. Service providers are also aware that this stigma is often attached to their agencies. Respondents felt that working with a stigmatized clientele often creates problems in obtaining funds or positive recognition. For example:

"It is not easy to get people to give money for alcoholic women. The stigma of a woman alcoholic sets her up for being no good and immoral. Alcoholism is a disease, not a moral problem, and people need to be aware of that. Many people look down on an alcoholic woman. We need more funds to help alcoholic women."

"Our public image is a problem; people see us as helping offenders - the "bad guys". People may take a negative view of our program because we offer alternatives to being incarcerated. The problem is that people are confused about what we are doing and say that we are doing what the probation department should be doing, and so this is a duplicate service. We have to explain to these people that probation cannot offer this service."

Lastly, a few respondents mentioned bureaucratic "red tape" and funding regulations as major problems facing their agency. For example:

"That would be dealing with the local funding services, the paperwork, and the "red tape" at the local level. The requirements are difficult for the money that we get (for example, filing monthly reports, monthly visits from funding agencies, etc.)."

"An awful lot of time is spent in internal tracking regarding our several funders and those agencies we have contracts with. The administrative time taken to do this is sometimes frustrating when you see that the services that are being provided are so vital."

PART III THE FRESNO COMMUNITY

The Fresno community is changing dramatically. The City of Fresno is making a transition from a medium-size town with traditional rural agricultural interests, to a major metropolitan center with multiple economic interests. In this context, we also see that the increasing population and the variety of ethnic communities are having great impacts on all aspects of community life, particularly social services. In large part, the characteristics of the social agencies examined and described in the preceding section are products of these changes.

Another major focus of the Social Goals and Policies Study was to obtain information about the Fresno community and its social problems. The citizen's survey asked respondents to state what they thought were the most pressing problems facing the City of Fresno, and what was the best use of the city's resources to solve them. The Social Service Provider Survey posed these same questions to the agency representatives. In addition, we asked them what they thought was the most important problem Fresno will face in the 1990s. This section reports the findings.

A. Most Pressing Problem Facing the City of Fresno Today

Agencies were asked the following question: "In your opinion, what is the most pressing problem facing the City of Fresno today -- something that needs doing or that needs changing so that the quality of life in Fresno can be improved?" Responses varied; some stated that the City of Fresno lacks the political leadership for handling problems; others stated that they did not have funding support to meet community problems; and still others mentioned education, community apathy and alienation, spousal and sexual abuse, and hunger and homelessness as being the most pressing problem.

Major concerns among many agencies, however, are factors related to the local economy and employment. Respondents spoke at length about the lack of industry in the community and the need for jobs and steady incomes for the people they serve. Some respondents noted that Fresno has been mainly a center for agriculture with few employment opportunities in other industries. For example:

"I definitely believe that we need to encourage new light industry in order to create jobs for our population. Forty percent of the city's population is on public aid. The refugees want to work, but it is not available."

"Fresno has been an agricultural area for a number of years. We need to balance agriculture with industry and business for employment opportunities. People need jobs."

Closely related to the issue of lack of jobs was the notion that unemployment and underemployment are related to other pressing problems in the community.

"We need economic development and to bring in industry. We have a large growing population, but employment and jobs are not keeping up with growth. We have the highest population of Southeast Asians in the state; eighty percent of them are on welfare rolls. We are an agricultural community, but to keep up with the population, we desperately need jobs. Unemployment gives rise to lots of other problems, like gangs, crime, and drug abuse."

"Economic stagnation. There are not enough jobs for offenders and all people. There are limited job opportunities in Fresno which in turn increase racial tension, the crime rate, etc. If you need money, you get it anyway you can, leading often to crime. We need to get the economy going."

A third economic issue is one related to economic inequality. Respondents focused on the inequality between the rich and poor and mentioned that many problems in society are the result of this.

"I really think it is a balance of economics (also typical of the nation) with the poor, the very poor and the rich, very rich. For example, we serve a high number of low-income clients in our agency. This is because the more "well-to-do" offenders can afford a good attorney, and so treatment is not usually required of them."

"Fresno is in a transitional stage right now, growing from a small community into a large city. This growth is increasing the difference between the "haves and have nots" (economic term). Housing prices are going up, resources are getting tighter, unemployment is going higher, the crime rate is increasing."

The second major theme we see is one related to crime and gang issues. Respondents mentioned examples such as burglary, shootings and theft. Some mentioned that people do not feel safe. For example, respondents stated:

"Crime; general crime in Fresno, burglary, shootings, etc. High statistics of crime in the Fresno community are frightening. We see a lot of crime here at our workplace, for example, car batteries and hubcaps stolen from cars in our parking area."

"The gang problem is a big issue."

"Crime, all crime; people do not feel safe. Lots of crimes where agency is located; our office has been broken into six times so far this year."

The third major theme focuses on drugs, alcohol and substance abuse in general. Some respondents included comments that more programs and resources are needed to combat the problems of drug abuse.

"Drug and alcohol are big problems. I think the community "winks" at the problem of alcohol and cigarettes. I know that alcohol and cigarettes are the "gateway" to other drugs."

"There needs to be more programs available for people dealing with substance abuse, because so many of the calls we get deal with it. Narcotics Anonymous, AA, Third Floor, and Parkside programs are a few of the agencies that deal with substance abuse. Some programs cost too much and others don't charge anything, but there needs to be more programs and agencies dealing with substance abuse."

B. Best Use of Resources to Solve Community Problems

We followed the issue of most pressing problem with a question about how the City of Fresno can best target its resources to solve those community problems. A minority of the respondents could not come up with any comments, other than stating they did not know; others thought that the city cannot do much to address enormous problems facing the City of Fresno.

The majority of the respondents, however, did voice opinions on this question. Several themes emerged from their comments. One theme called for better planning and coordination of resources by the City of Fresno. Some respondents were concerned about the way the city establishes funding priorities for the agencies. Others stated that there needs to be better planning for funding to avoid competition among the agencies. And others stated that the City of Fresno needs to plan better to avoid duplication of services by the agencies. For example:

"I think the Tri-Way process (county, city, United way) could also work more closely together. There is no real discussion among them. The Planning Department should be involved in how funding is determined for social agencies. After all, it is involved in many other processes of planning."

"The Fresno City Council should look at a better way of funding social service agencies than funding out of the general fund. Example: our Senior Aides Program (it provides jobs)-in order to get \$350,000 funding for it from the federal government, the City of Fresno must put up a 10 percent match in funding."

"We need a good plan; we need to really sit down together and work out an effective plan to alleviate the problems. We need good, sound funding. There is too much competition among the agencies."

"The City of Fresno needs to coordinate resources with those of the County of Fresno and the United Way. The city needs to be more accessible to the service providers also, and their level of involvement needs to be increased."

"The manner in which funding priorities and provision of services are established by the city/county government. There is just no dependable, objective way to determine what the needs are in the community."

"It is really done in a haphazard way. For example, somebody can show up and make an impassioned plea for funding and get the money for the program, while a program that has been operating for 20 or 30 years can lose money that day from that happening."

"The City of Fresno needs to see what is already happening in regards to funding duplication. For example, we have a program at Lowell School that is pretty successful. Recently the City of Fresno started a duplication of activities at the same school. There needs to be more collaboration as to what the needs are and where to institute them."

"There are so many groups involved in services that I think the City of Fresno needs to identify these groups to eliminate duplication of services. I think this is crucial."

"I think there are too many agencies with the same types of services competing for the funding. Fresno County needs to coordinate services so there is not as much duplication in services."

A second major theme that emerges here is related to the perceived necessity for better social needs assessment procedures for better social planning. A few respondents suggested that the City of Fresno should conduct similar needs assessment studies such as the Social Service Provider Survey. Others commented that a communication and information gathering process be established so that the City of Fresno can receive input from the agencies. For example:

"The key thing is to make sure [the City of Fresno] knows what the community problems are. We need to set up a mechanism so that the City of Fresno hears from the different agencies and private individuals to voice their opinions about problems and solving them."

"The city needs to have a process based on actual determined needs. Facts should be gathered like this study (the Social Service Provider Survey)."

"I think looking at the needs in the community is very important. Sometimes needs are not really known, but asking the people involved in these needs might be helpful. I think all the community-based programs see the needs. We need a knowledgeable approach to funding the priority needs in the community and I am hoping that is what the Social Goals and Policies that you are doing will do."

"The City of Fresno needs to communicate with the existing agencies and really look at what programs are really needed and really evaluate in a committed way and check out the needs of the community, and use the funding accordingly. The City of Fresno should fund agencies in a less political way. Assess the agencies' needs rather than who you know. Community leaders should get together with the agencies to make a good evaluation and assess the real needs."

One respondent suggested that an advisory task force be formed by the City of Fresno in order to create participation among community groups and to better assess community needs.

"The City of Fresno is a very diverse community. It needs to invite all groups to form an advisory (task) committee. The City of Fresno needs to be in touch with all groups of the community to find out about their specific needs and problems so that, on the whole, Fresno will be a better place to live."

A third theme is one related to prevention. These respondents want to encourage the City of Fresno to fund program services that focus on prevention of social problems rather than intervention after a problem has developed. For example:

"I think that what we need to focus on in all of the agencies and throughout the community is prevention. We are so used to putting band-aids on things after the fact, like a dog chasing its tail, forever in a circle. We use a reactive instead of a proactive (prevention) stance to problems. If we could reverse that and come in with a proactive stance and be willing to put the money into the human service agencies that do the proactive work, I think that we would better off in the long run."

"The key to many problems is prevention. Problems need to be addressed in a preventative manner, not after the fact. If we can prevent sexual abuse, for example, we can prevent other problems caused from it. Better funding for agencies is one way of using a preventative outlook."

Lastly, some respondents called for stronger leadership for balanced economic growth and political participation in the Fresno community. There is a concern among these respondents about the inequality of living conditions and the lack of equity in political influence, particularly between the northern and southern parts of the City of Fresno.

"Fresno needs to develop social leadership. We need to have people in office to go out and fight for things that Fresno needs."

"We need good city leadership in Fresno for "balanced growth." Revitalization and economic balance for south of Shaw areas. Stop growing to the north and take care our other neighborhoods."

"I believe that there is a strong perception of lack of leadership in our city and many police and social workers feel this way too."

"West Fresno has no influence, but has many, many problems. On the other hand, northwest Fresno is taken care of, as far as problems go."

C. Most Important Problem the City of Fresno Will Face in the 1990s

The last question we asked about the Fresno community pertained to what agencies see as the most important problems facing the community in the 1990s. Respondents provided a range of perspectives. In general, respondents' comments seem to indicate that the problems they currently see in the community will continue in the next ten years.

For example, respondents concerned about the current crime and drug abuse in the previous questions believe that these problems will continue in the near future. And those who believe that economic issues are currently the most important problems, tend to see these problems facing the City of Fresno in the 1990s.

Many respondents believe that economic issues including unemployment, poverty, and inequality will be the most important problems facing the City of Fresno in the years ahead. They also believe that underlying many of the social problems found in the community are the economic problems of individuals, families, and community. For example:

"There are many problems in the City of Fresno. If we can create enough job opportunities for all people, other problems could decrease (that is, crime, drug abuse etc.)."

"Unemployment. There will be less crime, drug abuse, and drop-outs if opportunities for jobs are available. Jobs would definitely impact positively on other problems."

"Crime is on the rise. Substance abuse is on the rise. I think these are symptoms of a much larger problem. I think that there are not enough resources for them, and to take care of their problems they numb themselves through substance abuse. Crime is a symptom of not having enough money to live on, not being able to deal with a substance abuse habit, and dealing with the problems of lack of resources."

Some respondents focused on economic inequality between low-income and higher income people, and the consequences this has for the quality of life, particularly in the northern and southern parts of the City of Fresno. For example:

"The separation of the 'haves' and 'have nots'. The growth movement of the north, and the neglect of the south affects us all. Economic balance and stability for all should be an issue. There is an economic and physical separation, that is, ethnic minorities--Hispanics, African Americans, Southeast Asians--in southeast and central Fresno; and the massive economic resources directed to those on the north end of town."

"The widening gap between those in poverty and those with an income, and all the problems that go along with that."

"Feeding the homeless; I think it is going to get worse. Feeding the lower class. We have people making a minimum wage who come here to eat. They cannot afford medical and dental care."

Problems of ethnic and cultural differences are also in the minds of many respondents. While some respondents spoke about ethnic tension and discrimination, others mentioned the need to overcome these problems by better understanding and accepting of differences. For example:

"There are so many different cultures here; we need to work on understanding each other's cultures and accepting them."

"What to do with the over 40,000 refugees we have in this county. They have large families, they are on public assistance, most do not speak English well enough to hold a job. They will, down the road, become a major burden to the county, city and state government."

"We have so many groups of people here in this city, and they don't know enough about each other's cultures; [there is] lack of communication among them. We need to unify, otherwise we will have a build-up of tension which leads to problems. All cultures impact all of us in one way or another; understanding is the key."

"Human relations and ethnic conflict. We will be dealing with a growing resentment of the Asian refugees and increased number of Hispanics. Instances of racism on campuses (CSUF and high schools) are already taking place. There are 70 or so ethnic groups in our area; we need to respect each other's cultures."

"Racial tension, discrimination, racial hatred, hate crimes is an important social issue. I think racial tension is tied to economic stagnation. When there are no jobs to be had, people see a minority with a job and they think they are the ones being discriminated against. Everyone is fighting for the small piece of pie."

"Discrimination is still going on towards Southeast Asians, Hispanics and African-Americans. Also, Southeast Asians are lumped together as one culture, and because Hmongs are the largest population of Southeast Asians in the City of Fresno, they are all called "Hmong."

"The need for acculturation is very important. We need to have the total community to understand and respect each other's cultures and learn from each other."

"To get people together in a positive way. To figure out how to get people to accept and understand each other and the different cultures no matter what culture or what level of society they come from."

"Accepting the existing cultural diversity which is only going to grow. I am not speaking just from the Southeast Asian standpoint; I am speaking of diverse cultures who have been here for years and who are still not part of the mainstream. For example, people who are not affluent, don't have a bank account, are not living in the finer section of town, and they are not counted except for census. I think it is the responsibility of the City of Fresno to take some of the people who don't have any concept of how it is to live in a clean environment, neighborhood, house, whatever, and teach them those skills."

Problems of drugs and crime are a third major theme. These respondents believe that this problem will continue to grow and will affect other aspects of community life. For example:

"The continued abuse of drugs and the impact that it has on everything such as increase in crime, decrease in value of neighborhoods, and devaluation of life itself."

"I think it is going to be substance abuse and its related problems. I think this is going to go on for a long time. I think the problem is getting bigger and will get worse."

"Drugs and alcohol. The biggest social issue is cigarettes and alcohol. We should have policies where cigarettes are categorized as a drug and more people will die from cigarette use than any other chemical."

"Drugs, they really affect the school system especially. Drugs affect the drop-out rate, crime, and are a drain on social agencies among other things."

Housing issues are another area raised about the City of Fresno's future. Some respondents mentioned the rising costs of housing; others mentioned the housing problems found in low-income neighborhoods.

"I think housing is a big problem. It is hard to afford housing costs if you're a low income person."

"Housing is a problem; McKinley and south of there is becoming very low income. Higher income people are moving to the northwest and this causes ghettos and high crime."

"The heavy influx of Southeast Asians in the community. When you have in excess of 40,000 refugees, it poses a tremendous problem in that they are residing in the low income areas. This results in them living in sub-standard housing; a big ghetto develops, which leads to crime."

Finally, some respondents see the City of Fresno encountering problems due to an increase in population.

"The growing population of our city is going to create problems in planning city growth."

"Overpopulation; there are just too many people. We need to institute efforts to slow down the population growth."

"They need to address the population growth of the City of Fresno which will put pressure on our social services. We have such an increase in Asians and Hispanics that are coming to our valley because of similarities to their countries (climate, etc.) and the bulk of these people are low income."

PART IV PROBLEMS AND NEEDS IN THE SOUTHEAST ASIAN COMMUNITY

Migration of Southeast Asians to the Fresno community continues to be significant. The large concentration of Southeast Asians, particularly Hmong, makes this an important component of the community. We conducted the Citizen Telephone Survey among a sample of representative Fresno residents, since households in poorer areas are less likely to have phones.

In addition, we anticipated language barriers preventing us from gathering information from many monolingual Southeast Asian residents. It is through the Social Service Provider Survey that we were able to place special emphasis on the Southeast Asian community.

By interviewing representatives of agencies serving Southeast Asians, we were able to examine the needs and problems of this segment. This section presents the findings from questions asked only of agencies providing services to Southeast Asians.

A. Perceived Primary Needs (and Problems) of Southeast Asians

We asked respondents to tell us what they see as the primary needs of Southeast Asians in the City of Fresno. A major theme that emerges can be discussed under the heading of cultural factors. In general, agencies believe that the primary need is overcoming language barriers.

Some significance was placed on the need to acculturate and assimilate into the American culture. One respondent stated, "They need to become linked with the dominant culture and mingle outside of their immediate community." Another respondent stated that Southeast Asians "need to learn our language." Other respondents comments include the following:

"Getting them to understand and acculturate to our culture. Their children quickly become Americanized, but the parents do not."

"Assimilation. We have to remember that they are coming from a 12th century culture into our 20th century culture and they need help while at the same time encourage them to maintain their native language proficiently. The children are adjusting very fast to our system, but they are leaving their parents behind, and it is causing a cultural clash between them."

Other respondents presented a different perspective on the cultural factor. They believe that many Southeast Asians are experiencing internal conflict and that something needs to be done to help with the stress. They emphasized the breakdown of the family and particularly the conflict between parents and children. For example:

"Socialization or integration into the Fresno community. And I think that it is a two-way street for both the Southeast Asians and our citizens already here."

"I think mutual understanding between their population and the general population of Fresno; the cultural differences and the educational needs."

A second major theme we found is one of economics and jobs. Respondents spoke about the need for employment opportunities, the need for job skill training and job placement.

"I am a member of the refugee forum and the human relations commission, and on behalf of this, I can tell you that the primary need is jobs. Some of the Southeast Asians have gone through job training but there are no jobs."

"Meaningful employment and good pay, so they can feel good about themselves and get off public assistance."

"Education and employment. These refugees come from a pre-literate culture; they need remedial education, and for those who have trouble in education, there needs to be good vocational training. Full-time employment is very much needed for all the refugees."

Some respondents combined the cultural and economic themes in their responses. They see the need to overcome language barriers as related to lack of services and employment opportunities for Southeast Asians. These respondents believe that Southeast Asians need more employment and job training opportunities along with more basic education and English language training.

B. Problems Encountered in Obtaining Services

This question focused on the problems encountered by Southeast Asians in obtaining social services. As we saw in the previous question, cultural differences and language barriers seem to be the major identified problems of Southeast Asians. Some respondents believe that cultural practices among Southeast Asians create problems. For example:

"You do not find many Southeast Asian males coming in for counseling. It is not socially acceptable to go to an agency for counseling in the Southeast Asian culture, even if needed."

"Southeast Asians are mostly shy to "outsiders". They prefer to deal with their own. They are more comfortable with their own people because of the language barrier."

"The language barrier prevents them from obtaining services and assistance. They lack the educated professionals in the Hmong community. The cultural adaptation has been extremely difficult for the Southeast Asians."

"The language barrier and not fully understanding the way to access the services or their entitlements."

"The language problem of the Hmong. Many cannot read in either English or Hmong. They depend on their children for information and this empowers the children over the parent."

Again, other respondents see the problems as being a "two-way street" or one of mutual learning and adjusting between the dominant culture and Southeast Asians. Some respondents spoke of the need to know more about Southeast Asians and their different cultures. There was also recognition among some respondents that there are many stereotypes and prejudices toward Southeast Asians and their cultural practices.

A few respondents tended to put more emphasis on Southeast Asians' lack of knowledge about specific services, rather than on cultural and language differences per se. For example, some respondents stated:

"They are unaware of where to go to get specific services. They are unaware of what they are entitled to receive."

"I think that it is a lack of knowledge of our bureaucracy and the way things operate in this country. It is confusing to them; they don't understand it."

"Yes, their problems are different mainly because of the lack of knowledge of the system in this country."

"We/they have a language barrier but that does not make them different from other ethnic groups. They are the newest ethnic group to arrive here to go through the assimilation process."

"Yes, their problems are different mainly because of lack of knowledge."

C. How Agencies Meet the Needs of Southeast Asians in the City of Fresno

The agencies attempt to meet the perceived needs of Southeast Asians through a variety of services. Most provide several services in addition to their major service focus. Agencies also reported that they maintain close working relationships with numerous social organizations and informal social networks through a well-developed referral system and network of social services in the Fresno community. For example:

"We provide job preparation and placement, but many of our clients need other kinds of help. We refer many of our clients to other components of the Fresno County Economic Opportunities Commission. For example: women, infant and children to pre-natal and post-natal nutrition, counseling, family planning, Youth Manpower, and Head Start."

"We provide resettlement services and group sponsors who help the families with paperwork that they encounter in registering their children in school, receiving social services, and with material goods."

However, since perceived needs are for the most part related to cultural factors, many agencies tend to focus on cultural factors related to service delivery. For example, many agencies stated that they were trying to recruit bilingual counselors and language interpreters.

"We have a Southeast Asian interpreter. Our staff accommodates Southeast Asian food requests in our shelter. We provide an outreach educational program for the Southeast Asian community. We work inside their clan system to utilize our outreach program to them. We also educate our staff in the Southeast Asian culture once a year."

D. How the City of Fresno Can Meet the Needs of Southeast Asians

This question focused on what the City of Fresno can do to meet the needs of Southeast Asians. A common theme that emerges here is that the City of Fresno should either encourage job creation through economic development or hire more Southeast Asians in its departments. The suggestion was made that more Southeast Asians could be hired as liaisons or coordinators between the city and the community.

"The City of Fresno needs [to encourage] economic development here in Fresno. Get the industries to come in. Get the industries in to provide jobs for people."

"The City of Fresno has opened the door to integration with its Parks, Recreation, and Community Services Department to serve the senior citizens. I would still like to see the City of Fresno hire Southeast Asians to work with the city as liaisons or coordinators, and can give feedback to the City of Fresno from the community or vice versa."

However, a few respondents felt that Southeast Asians should not be singled out for special assistance and that resources should be used for the whole community.

"The City of Fresno has set aside a certain amount of money for the Southeast Asians through Parks, Recreation, and Community Services Department. We feel that they should not have to (although we appreciate it) set aside special money for the Southeast Asians. Equal money should be spent on everyone for the good of everyone."

A few other respondents felt that Southeast Asians do not have any representation in city government.

"They should have someone on the City Council to address their problems. This person does not necessarily have to be Southeast Asian, just someone looking out for them."

Lastly, some respondents believe that the City of Fresno is doing a good job, generally. But the emphasis is, again, on getting employment and help in [language] communication.

"I think the City of Fresno is doing pretty good. The City of Fresno is trying to help them, but unless there are more jobs for them it will be hard. The Southeast Asians are very hard-working people, so when they can work, there will be less problems for them."

"I believe they are doing a good job at this time. We do need to increase staff with the ability to communicate in the Asian language."

E. Most Important Problem Southeast Asians Will Face in the 1990s

Finally, we asked respondents what they think is the most important problem Southeast Asians will face in the next ten years. The objective was to identify the considerations the Social Goals and Policies Study must be sensitive to when the planning guideline is developed. The responses varied and included concerns about rising crime and gang-related behavior, lack of funds for programs, and housing. One major theme, however, is the lack of better employment opportunities. Many respondents felt that lack of jobs and underemployment are the most important problem Southeast Asians will face in the next decade.

In fact, it is the lack of jobs that some respondents believe is related to other problems such as crime, delinquency, family problems, and welfare dependency. For example:

"They need employment at higher salaries, and unless the welfare system changes, we may be bringing up another generation of Southeast Asians on welfare."

"Employment is the main concern, otherwise the refugees will put a real drain on social welfare agencies. There is a multitude of problems that will have to be overcome, such as youth-related problems, which certainly include gangs, education, and welfare dependency."

"Here is a group of uneducated people being told that after two years of English classes they can go get a job where they have to compete with a high school graduate. How can they compete? This is happening in the GAIN program and the jobs are just not there; it is very sad and tragic."

Another major theme focused on the internal family, and cultural problems Southeast Asians will face in the near future. As we saw earlier, respondents are concerned about family issues and generational conflict between youth and parents. They are also aware of the tensions revolving around attempting to live by traditional gender roles in a new community context. For example:

"I know that with many of the Southeast Asian clients that we see at this agency, it is the break-up of their family. What is happening is that Southeast Asians come from traditional homes where the women have a traditional "woman's role", and as the women become Americanized they are questioning that role. They want to work, or maybe even go to school, or get a divorce, and that causes problems for them."

"The generation gap between the young and old, because we start seeing an increase in juvenile delinquency, early marriage, teen pregnancy, high school drop-outs. We need to look into the educational component of this."

"As families live here longer, problems will occur because of cultural conflicts. Youth gangs are forming because of gap between Asian parents and children. This alienation causes youth to seek peer support and form gangs. So when this happens, money is spent to try and resolve the gang problems by addressing the symptoms, rather than looking at the cause."

Another theme among some respondents focused on the ethnic/racial prejudice problems Southeast Asians encounter in the Fresno community. They pointed out the need for overcoming prejudice and discrimination by means of education and cooperation.

"I think overcoming prejudice by educating the rest of the community about the Southeast Asians."

"[The general community] needs to understand [the Southeast Asian culture] and cooperate with them. They must understand that the Southeast Asian community is here and is part of the [general] community."

"Issues involving their race: on-going racial issues, prejudice, hostility, discrimination by Caucasian people need to be addressed."

Conclusion

The Social Service Provider Survey was in large part an exploratory study of community social service providers' perceptions regarding their clientele, programs, and social problems in the Fresno community. The data generated does not lend itself to quantitative analysis, and does not permit statistical inferences to be made about the population from which the respondents were drawn.

The sample drawn was a purposive one in which the consultants purposely selected certain agencies believed to be relevant to the issues being studied. The sampling plan and the intensive interviewing, however, were suitable for this study. The consultants believe that useful information to questions about community problems and about social service delivery in Fresno was gathered to help in the development of the city's Social Goals and Policies.

SERVICE PROVIDER INTERVIEW GUIDE

PART I: AGENCY INFORMATION

Name of Agency _____

Agency Address _____

Phone _____

Director _____

Contact Person (Interviewee) _____

Auspices/Funding Sources and Amount

Public Source (1) _____

Amount \$ _____

Public Source (2) _____

Amount \$ _____

Public Source (3) _____

Amount \$ _____

Private Source (1) _____

Amount \$ _____

Private Source (2) _____

Amount \$ _____

Private Source (3) _____

Amount \$ _____

(Fee for Services) _____

Annual Budget for the Agency \$ _____

How long has your agency been in existence? _____

Formal Relationship to Other Agencies _____

PART II: CLIENTELE CHARACTERISTICS

FIRST I WANT TO KNOW ABOUT THE CLIENTS YOU SERVE.

1. How many individuals does your agency serve?
_____ Monthly _____ Yearly
2. What are the individual characteristics of those served by your agency? (approximate percentages)
 - a. Sex: Male _____ Female _____
 - b. Age: Under 21 _____ 21-30 _____ 31-40 _____ 41-50 _____
51-60 _____ 61+ _____
 - c. Ethnicity: Asian _____ Afro-American _____ Hispanic _____
Native American _____ White _____ Other _____
3. Approximately what percentage of the clientele that you serve have incomes below the poverty level? Please estimate if you don't have exact figures.

4. Approximately what percentage of the clientele you serve are unemployed? Please estimate if you don't have exact figures.

5. Approximately what percentage of the clientele you serve are refugees? Please estimate if you don't have exact figures.

PART III: AGENCY PROGRAM

NOW I WANT TO KNOW ABOUT YOUR AGENCY.

6. What is the geographic boundary of your program service area?

7. What is your program's primary target population?

8. What kind of services does your agency offer?

9. What are your hours and days of operation?

10. What are the (special) needs and problems in Fresno that your agency meets?

11. How has your agency tried to meet those problems?

12. How would you evaluate the impact of your program on the people you serve?

13. Can you specify what your program does to serve your clients that other programs don't do?

14. If you had to identify one or two aspects of your program which has/have been especially successful or innovative, what would it/they be?

15. If you had to identify one or two aspects of your program which has/have been especially difficult or a problem, what would it be?

IV. THE FRESNO COMMUNITY

NOW I WANT TO ASK YOU SOME QUESTIONS ABOUT THE FRESNO COMMUNITY.

16. In your opinion, what is the most pressing problem facing Fresno today -- something that needs doing or that needs changing so that the quality of life in Fresno can be improved?

17. How can the City of Fresno best target its resources to solve

community problems?

18. What do you feel is the single most important social issue
Fresno will face in the 1990s?

PART IV: IDENTIFICATION OF PROBLEMS AND NEEDS
FOR SERVICES IN THE SOUTHEAST ASIAN COMMUNITY
(asked only of agencies providing services to Southeast
Asians)

FINALLY, I AM GOING TO ASK YOU SOME QUESTIONS ABOUT THE SOUTHEAST
POPULATION YOUR AGENCY SERVES.

19. What do you see as the primary needs of Southeast Asians in
Fresno?

20. From your perspective what are some of the problems encountered
by Southeast Asians in Fresno in obtaining services to meet
their needs. (In particular, what might these problems be dif-
ferent from those encountered by other ethnic groups in
Fresno?)

21. What specifically is your agency doing to meet the needs of Southeast Asians in Fresno?

22. From your perspective what can the City of Fresno do to meet the needs of Southeast Asians in Fresno?

23. What else needs to be done to meet the needs of Southeast Asians in Fresno? (In particular, what do you feel is the single most important issue Southeast Asians in Fresno will face in the 1990's?)

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There is no handwriting or other markings on the paper.

The following questions will be asked in the interview.

I. AGENCY INFORMATION

Auspices/Funding sources and amount
Annual Budget for the Agency
How long has your agency been in existence?
Formal Relationship to other agencies

II. CLIENTELE CHARACTERISTICS

1. How many individuals does your agency serve (monthly & yearly)
2. What are the individual characteristics of those served by your agency? (approximate percentages)
Sex, Age, Ethnicity?
3. Approximately what percentage of the clientele you serve have incomes below the poverty level?
4. Approximately what percentage of the clientele you serve are unemployed?
5. Approximately what percentage of the clientele you serve are refugees?

III. AGENCY PROGRAM

6. What is the geographic boundary of your program service area?
7. What is your program's primary target population?
8. What kind of services does your agency offer?
9. What are your hours and days of operation?
10. What are the (special) needs and problems in Fresno that your agency meets?
11. How has your agency tried to meet those problems?
12. How would you evaluate the impact of your program on the people you serve?
13. Can you specify what your program does to serve your clients that other programs don't do?
14. If you had to identify one or two aspects of your program which has/have been especially successful or in-

novative, what would it/they be?

15. If you had to indentify one or two aspects of your program which has/have been especially difficult or a problem, what would it be?

IV. THE FRESNO COMMUNITY

16. In your opinion, what is the most pressing problem facing Fresno today -- something that needs doing or that needs changing so that the quality of life in Fresno can be improved?
17. How can the City of Fresno best target its resources to solve community problems?
18. What do you feel is the single most important social issue Fresno will face in the 1990s?

IV. IDENTIFICATION OF PROBLEMS AND NEEDS FOR SERVICES IN THE SOUTHEAST ASIAN COMMUNITY (asked only of agencies providing services to Southeast Asians)

19. What do you see as the primary needs of Southeast Asians in Fresno?
20. From your perspective what are some of the problems encountered by Southeast Asians in Fresno in obtaining services to meet their needs. (In particular, how are these problems different from those encountered by other ethnic groups in Fresno?)
21. What specifically is your agency doing to meet the needs of Southeast Asians in Fresno?
22. From your perspective what can the City of Fresno do to meet the needs of Southeast Asians in Fresno?
23. What else needs to be done to meet the needs of Southeast Asians in Fresno? (In particular, what do you feel is the single most important issue Southeast Asians in Fresno will face in the 1990s?)

LIST OF SOCIAL SERVICE AGENCIES

1. King of Kings Adult Program
Edward Burke, Director
2021 San Joaquin
Fresno, Ca 93721

233-2261
2. Alpha House
Teresa Hernandez, Director
645 S. Minnewawa Ave.
Fresno, CA 93727

252-1235
3. Alternative Sentencing Program
Vimola Knowlles, Director
1100 Van Ness Ave.
Rm. 402 Courthouse
Fresno, Ca 93721

488-3147
4. Big Brother/Big Sister of Fresno
Michael Harr, Executive Director
415 N. Abby
Fresno, CA 93701

268-2447
5. The Third Floor
Robert Klise, Director
P.O. Box 12107
Fresno, CA 93776

237-6177
6. Boys/Girls Clubs of Fresno
Kenneth Quenzer, Executive Director
P.O. Box 1485
Fresno, CA 93716

266-3117
7. California Association of the Physically Handicapped
Janet Burrill, Director
1617 E. Saginaw Way, Suite 109

Fresno, CA 93704

222-2274

8. Central Valley Aids Team
Catherine Calkins, Director
606 E. Belmont Ave.
Fresno, CA 93701

264-2437

9. Poverello House
Mike Mc Garvin, Director
412 F Street
Fresno, CA 93706

485-8002

10. Centro La Familia
Luisa Medina, Director
946 N. Fresno St.
Fresno, CA 93701

237-2961

11. Comprehensive Sexual Awareness Treatment Team
Francine Oputa
4753 E. Olive Ave., Suite 103
Fresno, CA 93702

251-7558

12. Comprehensive Youth Services
Marla Welch Champlon
1617 E. Saginaw Way, Suite 103
Fresno, CA 93704

229-3561

13. El Concillio De Fresno
Lily Torres & Rosemary Moreno
Immigration Project Directors
P.O. Box 11549
Fresno, CA 93774

485-0679

14. Family Service Center
Chuck Butler, Interim Director
3030 N. Fresno St.
Fresno, CA 93703

227-3576

15. Fresno County Economic Development Commission
Joe Williams, Executive Director
1920 Mariposa Mall
Fresno, CA 93721

263-1275

16. Olive Street Bridge
Joe Benigas, Director
1279 N. Wishon Ave.
Fresno, CA 93728

485-3890

17. Friendship Center for the Blind
Phillip Kimble, Director
2032 Kern Mall
Fresno, CA 93721

266-9496

18. Golden Valley Girl Scout Council
Bob Sabroe, Public Relations Director
1486 Tollhouse Road 101
Clovis, CA 93612

297-1570

19. Help in Emotional Trouble--HET
Mary E. Cardell, Executive Director
P.O. Box 4282
Fresno, CA 93744

486-4703

20. Hinds Hospice Home
Nancy Hinds, RN, Director
1416 W. Twain Ave
Fresno, CA 93711

21. Older Americans Organization (OAO) of Fresno Madera
Counties
Christine Wilson, Executive Director
1028 N. Fulton
Fresno, CA 93728

233-0831

233-7393

22. Rape Counseling Service of Fresno

Jo Johnson, Executive Director
1347 Bulldog Ln.
Fresno, CA 93710

227-1800

23. Valley Resource Center
Margie Minnie Program Director
2491 W. Shaw Ave.
Fresno, CA 93711

225-6748

24. Valley Social Service
Peter Hagel, Director
149 N. Fulton
Fresno, CA 93701

233-3663

25. YWCA Residence Program
Marilyn Bamford
1600 M St.
Fresno, CA 93721

237-4701

26. YWCA MarJorie Mason
Janet Phelps Sammuellian
1600 M St.
Fresno, CA 93721

237-4701

27. Cambodian Community Association of Fresno, Inc.
Vatvanl Norodom
270 North 1st St.
Fresno, CA 93702

266-5896

28. Hmong Council
Cha Yang
4670 East Butler Ave.
Fresno, CA 93703

456-1270

29. Lao Family Community of Fresno, Inc.
Tony Vang, Director
3121 E. Olive Street

Fresno, CA 93702

30. Fresno County Social Services Department
Elsa Sweeny, Program Manager
Refugee Assistance
4455 E. Kings Canyon Rd.
P.O. Box 1912
Fresno, CA 93750

453-6130

31. Fresno County Mental Health Program
J. Hamagushi,
Southeast Asian Refugee Program
Continuing Care
2220 Tulare St.
Fresno County Plaza
Fresno, CA 93721

488-1700

32. Fresno City Parks Recreation and Community Services
Sal Mosqueda
Lindsie Miller
4670 E. Butler Ave
Fresno, CA 93702

454-2608

33. Fresno County Economic Opportunities Commission
Division of Refugee Services
Chinh Chau, Project Director
1920 Mariposa Mall, Rm 220
Fresno, CA 93721

263-1290

34. Refugee Resettlement Program-Catholic Charities
Tam Nguyen
3510 E. Ventura Ave.
Fresno, CA 93702

264-6400

35. Fresno Refugee Services
Karen Flood
P O Box 4214
Fresno, CA 93744

36. Episcopal Asian Community Services
Robert Williams, Director

3323 E. Belmont Ave.
Fresno, CA, 93726

485-3308

37. Refugee Resettlement Services
Presbyterian Church Central Calif Nevada
Rev. Sharon Stanely
1603 E. Shields Ave
Fresno, CA 93704

227-1388

38. Lutheran Social Services of Northern Ca & Nevada
Richard Stahlke, Director
1101 O' Farrell St.
San Francisco, CA 94109

266-6114

39. Fresno Unified School District
Ruth Horne
Tulare & M Streets
Fresno, CA 93775

40. Fresno Adult School
Donald McColm
102 E. Clinton
Fresno, CA 93704

441-3272

41. Fresno Restart
Ted C. Willis Center
Janice Ware, Education Director
770 N. San Pablo
Fresno, CA 93728

441-3961

42. Fresno American Indian Council
Charles Malloy, Director
283 N. Fresno St.
Fresno, CA 93701

486-7546

LIST 2

1. King of Kings Adult Program
Edward Burke, Director
2021 San Joaquin
Fresno, CA 93721

233-2261
5. The Third Floor
Robert Klise, Director
P.O. Box 12107
Fresno, CA 93776
8. Central Valley Aids Team
Catherine Calkins, Director
606 E. Belmont Ave.
Fresno, CA 93701

254-2437
25. Valley Regional Resource Center
Mangie Minnie, Director
2491 W. Shaw Ave.

225-6748
29. Cambodian Community Association of Fresno, Inc.
Vatvani Norodom
270 N. 1st St.
Fresno, Ca 93702

266-5896
30. Hmong Council
Cha Yang
4670 E. Butler Ave.
Fresno, CA 93702

456-1270
34. Sal Mosqueda Recreation Center
Lindsie Miller, Director
4670 E. Butler Ave.
Fresno, CA 93702

454-2608
36. Refugee Resettlement Program--Catholic Charities
Tam Nguyen
3510 E. Ventura Ave.
Fresno, CA 93702

264-6400

37. National Services
Debbie Tom Ramirez
1118 N. Fulton
Fresno, CA 93728

237-8361

42. Lutheran Social Services of Northern Cal & Nevada
Richard Stahlke, Director
1101 O'Farrell St.
San Francisco, CA 94109

266-6114

44. Fresno Adult School
Donald Mc Colm
102 E. Clinton
Fresno, CA 93704

4413272

A COMMUNITY PROFILE OF THE CITY OF FRESNO

Introduction

Evaluating and assessing the multiple factors affecting the local social condition is a complex task which impacts every level and aspect of the Fresno community. It has long been understood that addressing issues such as crime, drug abuse, the quality of education, health care, job security and unemployment, the availability and accessibility of affordable housing, and the care and treatment of children, youth, and the elderly cannot be responded to by a single entity. Rather, these issues demand a coordinated approach. The City of Fresno, as one of many concerned entities and institutions, must establish appropriate priorities and carefully commit its resources.

This Community Profile of the City of Fresno represents a compilation of information regarding a number of social factors which affect the delivery of services and the quality of life within the local area. The focus of this community profile is not to elaborate on statistics and figures from local agencies. Rather, an effort has been made to provide general background information and data on a number of issues and to coordinate this information within the text of a single document.

Scope of Community Profile

There is a wide range of current social concerns which impact every level of local planning and the allocation of resources within the City of Fresno. These issues affect the physical, psychological, emotional, and social condition of our community. Based on information from a number of community sources, as well as perceptions from the Sphere of Influence and Social Service Providers Surveys, there are a number of social problems confronting the City of Fresno. These public issues and concerns include:

1. The proliferation of drugs, the impact of drug abuse, and the growth in criminal activities related to the marketing and consumption of illegal substances.
2. The general increase of crime, violent crime, and the growth of gang-related violence.
3. The rapid growth in the city's population and the need to establish plans for balanced future growth.
4. Mounting concern over the quality of elementary and secondary education within the City of Fresno, and the ability of the local school system to adequately provide youth with the skills needed to transcend into adulthood.

5. The economic state of the local community, the ability to attract outside industry, and the availability of long-term, stable, employment which allows the population to become self-sufficient.
6. The incidence of hunger, homelessness, and poverty and the absence of adequate resources to alleviate the causal factors.
7. The accessibility and availability of affordable quality child care, and the need for additional providers of service.
8. The absence of tolerance regarding diverse/disadvantaged populations and the need to strive for the promotion of acceptance of different cultures, races, and viewpoints.
9. The impact of air pollution and water contamination and the preservation of a local, vital environment for future generations.
10. The availability and accessibility of quality medical treatment, public health care, and fire and police protection.
11. The cost of living, the community image and appearance, the revitalization of the downtown area, the availability of recreation, and the community planning efforts for future growth.

Regardless of which factor is most prominent, each of these issues has created a tremendous social concern within the Fresno community. In addition, in assessing the impact of these problems on the various segments of our community, each of these topics must be evaluated in light of its impact on the four principal age groups: 1) infants and children; 2) adolescents and young adults; 3) adults and families; and 4) older adults.

The purpose of this community profile, therefore, is to document actual findings and data available on a broad range of social issues impacting the City of Fresno.

Population Growth

As of January 1991, the City of Fresno had a total of 367,700 individuals residing within its geographical boundaries. In the last five years, from 1986, the City of Fresno has grown by 73,800 individuals; representing an average annual growth of 4.6 percent. Since April 1980, the City of Fresno's population of 218,200 individuals has grown by 149,500, reflecting a 5.0 percent average annual growth in population.

Since April 1970, the City of Fresno's population has more than doubled from 167,700 persons to 367,700 persons by January 1991, an increase of 121.9 percent over the period or an average of 3.9 percent per year.

By April 1990, there were a total of 121,807 households within the City of Fresno, each with an average household size of 2.84 persons. The average household size has increased significantly since the 1980 census, when the average comprised 2.59 persons.

Based on State Department of Finance and U.S. census data, the City of Fresno is continuing to attract a growing number of individuals and families who are moving to Fresno County. In 1980, the population of the City of Fresno represented 42.4 percent of Fresno County's total population. By April, 1990, the population of the City of Fresno represented 53.1 percent of the persons living within the County of Fresno.

According to the U.S. Bureau of the Census, in 1990, the City of Fresno was the 47th largest U.S. city (in terms of population), increasing from its ranking of 65th in 1980. Additionally, in terms of land size, from 1980-86, Fresno remained the eighth largest city in California, following such cities as Los Angeles, San Diego, San Francisco, Long Beach, San Jose, Oakland, and Sacramento.

Nationwide, between 1980 and 1986, the City of Fresno experienced the 13th largest rate of population growth of any city in the United States. Not only has the City of Fresno's population been growing at a tremendous rate, but the geographical area comprising the city's boundaries has also been increasing at a phenomenal rate.

In 1980, according to the U.S. Bureau of the Census, the City of Fresno had an area comprising an approximate total of 68.00 square miles. By 1990, after a ten year growth of approximately 31.38 square miles, the City of Fresno was comprised of 99.38 square miles.

Based on U.S. Census Bureau information, during the period 1980-1985, the City of Fresno experienced a 43.9 percent increase in total land area; the second largest increase of any city in the United States.

Population Projections

The City of Fresno's Development Department estimates that the number of individuals residing in the Fresno-Clovis Metropolitan Area will increase from 477,400 in 1990 to 642,400 by the year 2000. This represents a projected growth rate of 34.6 percent or 2.9 percent per year for the ten-year period. Conservative projections from the City of Fresno's Development Department

indicate that the Fresno-Clovis Metropolitan Area population will reach 854,700 persons by the year 2010; reflecting a further growth of 33.1 percent in a ten-year time span from the year 2000 to the year 2010.

These population projections demonstrate that the City of Fresno will continue to comprise a significant proportion of the county's total population. Table 1 below represents projected population for the Fresno-Clovis Metropolitan Area which also substantiates growth trends.

Table 1
Projected Population Fresno-Clovis Metropolitan Area
1980 - 2010

Location	1980	1990	2000*	2010*
Fresno-Clovis Metropolitan Area	358,800	477,400	642,400	854,700

* - Projections

Sources: 1980, 1990 - U.S. Census; 2,000, 2010 - City of Fresno
Development Department

Demographic Composition

Demographically, the City of Fresno contains a population which reflects many of the same trends identified in the state and nation. Additionally, as the most populous city within Fresno County, many of the demographic factors impacting the county, are concentrated within the City of Fresno's boundaries.

Age Demographics

Based on county statistics which are reported by the state, the median age of the City of Fresno's population is increasing at a modest rate. In 1990, the median age of Fresno County's population, of which the City of Fresno comprised 43 percent of the total residents, was 29.3 years. By the year 2020, the median age of Fresno County's population, of which the City of Fresno will comprise approximately 66.8 percent of the total residents, will be 32.9. (California State Department of Finance, Population Projections for California Counties, 1986)

The fastest growing population, in terms of age, will be persons 65 years of age and older. Between 1990 and 2020, the California State Department of Finance projects a 79.8 percent growth in the number of persons 65 years of age or older living in Fresno County.

For the period 1990-2020, the California State Department of Finance projects a 56.6 percent increase in the number of individuals living in Fresno County aged 18-64 years of age. The number of children and adolescents living in Fresno County is also projected to grow; however, the rate of growth is declining. Between 1990 and the year 2020, the state projects that the number of youth ages 0-17 will increase at a 33.1 percent rate of growth; representing the smallest of the three rates of growth for these populations.

Gender Composition

The 1980 U.S. Census reported that females comprised 52.1 percent (113,629) and males 47.9 percent (104,573) of the total population (218,202) within the City of Fresno. For Fresno County, during 1980, the U.S. Census reported that females comprised 50.8 percent (262,531) and males 49.2 percent (254,277) of the population (516,808).

According to the 1990 U.S. Census, the City of Fresno's population was comprised of 51.4 percent females (181,961) and 48.6 percent males (172,241). The county's 1990 population consisted of 50.4 percent females (336,424) and 49.6 percent males (331,066). It is anticipated that females in the City of Fresno will continue to outnumber males throughout the year 2000 at a comparable rate as reported in the 1990 census.

Ethnic Composition

The City of Fresno has a number of ethnic populations, rich in cultural and racial diversity. Like the county, the City of Fresno continues to attract a growing number of ethnic populations based on a variety of factors. These factors include the low cost of living, the perception of available employment, and the relatively mild climate.

While national and state statistics indicate a moderate yet steady increase of different ethnicities, the City of Fresno continues to experience an explosion of cultural and ethnic growth.

As of 1970, the U.S. Census data indicated that within the Fresno-Clovis Metropolitan Area, Caucasians (excluding Hispanic) comprised 55 percent of the total population. By 1990, U.S. census data indicated that Caucasians comprise 49 percent of the total population residing in the Fresno-Clovis Metropolitan Area.

Table 2 below reflects the change in the ethnic composition of the Fresno-Clovis metropolitan area from 1970 to 1990.

Table 2
Change in Ethnic Composition
Fresno-Clovis Metropolitan Area
1970 - 1990

<u>Ethnicity</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>
African-American	6%	6%	6%
Caucasian (excluding Hispanic)	71%	67%	55%
Hispanic	19%	22%	27%
Asian (includes S.E. Asians)	2%	3%	10%
Other	2%	2%	0%
Total	100%	100.0%	100%

Source: U.S. Census

Although it is important to note whether these ethnic groups increased or declined in the percentage of the overall population of the city during the last twenty years, the City of Fresno has experienced a significant growth in the total number of ethnic minorities residing within the community.

Of particular importance is the growth among the city's Southeast Asian population. Within the United States, the City of Fresno and its surrounding communities are home to one of the largest Southeast Asian populations outside of Cambodia, Laos, and Vietnam.

Education

Within the geographical boundaries of the City of Fresno, the primary elementary and secondary educational institution is represented by the Fresno Unified School District (FUSD). Fresno Unified School District is subdivided into six separate areas known as pyramids. These pyramids and their feeder schools are identified by the high school located within the specified area: Bullard, Edison, Fresno, Hoover, McLane, and Roosevelt.

Table 3 provides an overview of Fresno Unified School District's high school pyramids and the number of elementary and middle schools which feed into each of these high schools.

Table 3
High School Pyramids and Feeder Schools
Within the Fresno Unified School District
As Reported for the School Year 1988-89

<u>High School Pyramids</u>	<u># of Feeder Middle Schools*</u>	<u># of Feeder Elem. Schools*</u>
Bullard **	2	7
Edison	5	7
Fresno	4	12
Hoover **	2	7
McLane	7	13
Roosevelt	5	10
Total	25*	56*

* - Feeder schools overlap between different high school pyramids.

** - Any minority student may attend Bullard or Hoover High Schools during grades 9-12.

Source: Fresno Unified School District, Office of Educational Assessment Services, 1990

FUSD Population Growth

By the close of the 1989-90 school year, there were 68,406 students enrolled in grades K-12 in the Fresno Unified School District. Based on the previous school year's student enrollment (1988-89), the total number of students attending schools within the Fresno Unified School District increased by 5.2 percent; a growth of 3,378 students.

Since the close of the 1984-85 school year, the total number of students enrolled in Fresno Unified School District has risen by 14,408, an increase of 26.7 percent in five years.

Attachment A indicates the individual school growth in the Fresno Unified School District between 1985 and 1990.

Based on California State Department of Finance projections and City of Fresno Development Department estimates, Fresno Unified School District can expect a continued and consistent growth in the number of students enrolled within FUSD until the year 2000. It is anticipated that this growth will equal and may slightly exceed the 26.7 percent increase during the last five years.

Between the years 2000 and 2020, however, a decline in the rate of growth is projected to occur within the Fresno Unified School District. This decline can be attributed to the overall aging of the population.

Student Ethnicity

The ethnicity of students enrolled in schools within Fresno Unified School District varies significantly from the ethnicity of the overall general population of the City of Fresno. This variation dramatically emphasizes the potential change in the city's future ethnic composition.

According to the Fresno Unified School District's Ethnic Race Report, by December 1989, African Americans comprised 10.5 percent (7,098); American Indians comprised .7 percent (471); Asians, including Southeast Asians, comprised 18.3 percent (12,360); Caucasians comprised 35.2 percent (23,762); Filipinos comprised .4 percent (305); Hispanics comprised 34.8 percent (23,453); and Pacific Islanders comprised .1 percent (55) of the total elementary and secondary students identified in FUSD schools.

From the 1985-86 school year to the 1989-90 school year, the total number of ethnic minority students enrolled in the Fresno Unified School District increased by 7.9 percent. This increase represents a growth of 11,181 minority students in four years.

Table 4 provides a comparison of the ethnicity of FUSD students to the general population of Fresno.

Table 4
A Comparison of Ethnic Composition
FUSD vs. City of Fresno
1990

<u>Ethnicity</u>	<u>FUSD</u>	<u>City</u>	<u>Difference</u>
African American	10.5%	7.8%	+2.7%
Caucasian (excluding Hispanic)	35.2%	49.4%	+14.2%
Hispanic	34.8%	29.9%	+ 4.9%
Oriental (including S.E. Asian)	18.3%	11.9%	+ 6.4%
Other	1.2%	1.0%	- .2%
Total	100.0 %	100.0%	100.0%

Source: City statistics: U. S. Census Bureau, 1990;
FUSD statistics: Fresno Unified School District, Office
of Educational Assessment Services, 1990

The growing cultural diversity of students attending schools in the Fresno Unified School District is also evidenced by the number of primary languages spoken. As of June 1989, other than English, there were 69 primary languages spoken at the elementary and secondary school level within the Fresno Unified School District.

By Spring 1990, a total of 16,330 elementary and secondary students in Fresno Unified School District were considered to have limited English proficiency.

Table 5 depicts the breakdown in the number of students identified as Limited English Proficient (LEP).

Table 5
Number of Limited English Proficient Students
In FUSD Schools, By Language
Spring 1990

Primary Language	Elementary School Sites	Secondary School Sites	Total LEP Students
Spanish	3,749	1,916	5,665
Hmong	4,343	1,469	5,812
Lao	1,652	854	2,506
Khmer	1,006	336	1,342
Vietnamese	198	128	326
Other	399	280	679
<hr/>			
Total	11,347	4,983	16,330

Source: Fresno Unified School District, Office of Educational Assessment Services, 1990

Employment/Unemployment

The City of Fresno is geographically located in the center of Fresno County, the nation's leading agricultural producing county, with a gross crop value of over 2.95 billion dollars in 1990. (County of Fresno Department of Agriculture) As with Fresno County in general, the City of Fresno is the financial, trade, commercial, and service center for many of the surrounding communities.

The California Employment Development Department indicated that, by 1990, there were 288,700 wage and salary workers in Fresno County. This figure represents a 6.3 percent growth (17,100 persons) in the number of wage and salary workers within Fresno County in 1989.

Based on the total number of persons participating in the civilian labor force, the California Employment Development Department reported a 10.2 percent unemployment rate (a total of 32,600 persons) for Fresno County during 1990.

On a local level, the 1980s represented a decade in which the annual unemployment rate grew from 9.0 percent in 1980, to 14.3

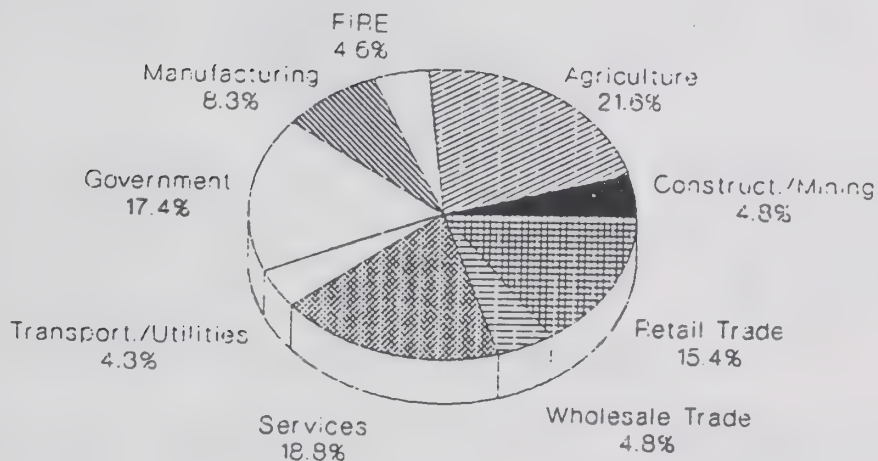
percent in 1983, and decreased to 10.6 percent in 1987. (California Employment Development Department, Annual Planning Information, 1989)

Employment by Industry

Employment in Fresno County, by wage and salaried positions in industry, emphasizes the stability of both the city and county economy. Graph 1 below illustrates the division of jobs by industry for Fresno County in 1988.

Fresno County Jobs by Industry

1988 Annual Average

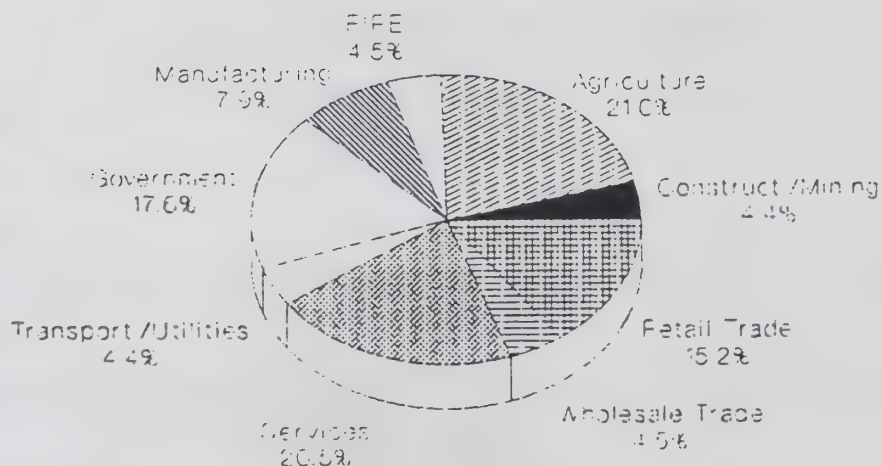


Source: California State Employment
Development Department

By 1992, the State Employment Development Department projects that there will be some slight shifts in the composition of industry in Fresno County. On the basis of these projections, the major shift will occur in the service industry which is expected to garner a net growth of 1.7 percent. Graph 2 illustrates the division of jobs by industry projected for Fresno County in 1992.

Fresno County Jobs by Industry

1992 Projected Annual Average



Source: California State Employment Development Department, 1989

Household Income

According to the California State Department of Finance, the average household income for Fresno County was \$34,624 in 1984. By 1995, it is projected that the average household income will grow by \$10,022. This represents a growth of 28.9 percent in eleven years. During this same time period, the average household income for California residents, in general, is expected to increase from \$40,236 in 1984 to \$50,581 in 1995, representing a 25.7 percent increase.

Table 6 provides a summary of the average household income from 1984 to 1995 in the City and County of Fresno and provides a comparison to all California residents.

Table 6
Average Household Income
For the City and County of Fresno
Compared to California Residents
1984-1995

<u>Location</u>	<u>1984</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>% Change 84-95</u>
Fresno	\$34,624	\$36,379	\$41,629	\$44,646	28.9%
Calif.	\$40,236	\$43,357	\$44,856	\$50,581	25.7%

Source: Actual figures for 1984-85, the California State Department of Finance, April 1986; Projections for 1990-95, the Center for Continuing Study of the California Economy, Palo Alto, CA., 1986; as reported by the Fresno City and County Chamber of Commerce, Resource Center, 1988

Housing

In 1980, the U.S. census reported that there were a total of 81,996 households in the City of Fresno, containing a mean of 2.59 persons per household. By January 1990, the total number of households in the City of Fresno had increased to 121,807, a growth of 39,811 households in ten years. During the 1980s, this represented an increase of 48.6 percent in the total number of households within the City of Fresno. (U.S. Bureau of the Census)

In addition to an increase in the number of households, there has also been a similar increase in the number of housing units within the City of Fresno. In 1980, the U.S. census reported that there were a total of 88,599 year-round housing units which included conventional, rental, and mobile homes within the City of Fresno.

By January 1990, the total number of housing units in the City of Fresno had increased to 129,404, a growth of 40,805 units. This represents an increase of 46.1 percent in the total number of housing units in the last ten years. (U.S. Bureau of the Census)

Household Composition

The U.S. census data for 1980 indicates that the household composition in the City of Fresno consisted predominantly of married couples, with and without children, comprising 51.2 percent of the total households. Single persons comprised 26.3 percent, male and female head-of-households with family comprised 3.2 percent and 12.8 percent respectively, and non-family households comprised the remaining households for 1980 in the City of Fresno.

Throughout the 1990s, it is projected that the household composition in the City of Fresno will remain relatively stable, with forecasted changes in three types of households.

1. Between 1990-2000, there will be approximately a 2-3 percent decrease in the total number of single households.
2. Between 1990-2000, there will be approximately a 4 percent increase in the total number of couples with children.
3. Between 1990-2000, there will be a 1-2 percent decline in the number of female head-of-households.

Housing Prices

As of 1990, the average sale price for a single family home within the City of Fresno was \$104,021. This represents a \$31,918 (44 percent) growth in the median price of a home in the City of Fresno since 1980, when the average sale price of a single family home was \$72,103.

Table 7 provides an overview of the change in the cost of a median priced house in the City of Fresno from 1980-90.

Table 7
Average Sale Price of Sold Single Family Homes
Within the City of Fresno
1980-1990

<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>% Change 80-90</u>
\$72,103	\$80,615	\$104,021	44.3%

Source: Fresno Board of Realtors, as reported by the Fresno City Development Department in the Fresno Statistical Abstract, 1991

Vacancy Rates

In 1980, of the 88,599 year-round housing units within the City of Fresno, there were a total of 6,603 units vacant, representing a vacancy rate of 7.5 percent. This vacancy rate includes other miscellaneous units which may or may not be suitable for occupancy.

By 1990, within the 129,404 year-round housing units in the City of Fresno, there were 7,597 various housing units vacant, representing a vacancy rate of 5.9 percent. (1990 U.S. Census) The above statistics demonstrate a downward trend in the percentage of vacant housing units within the City of Fresno during the 1980s.

Additionally, the number of vacant housing units in the City of Fresno has grown by approximately 994 between 1980 and 1990.

Health

Although Fresno County maintains the primary jurisdictional and programmatic responsibility for the provision of public health care services within the City of Fresno, the health condition and the availability of health care for local residents involve a number of issues and factors which impact services furnished by the City of Fresno.

Births

In the four-year period of 1986-89, there were 30,146 births in the City of Fresno. On average, this represents 7,537 births per year. However, in 1989, alone, there were 8,326 births in the City of Fresno. (Fresno County Health Department, 1990)

While a distinct increase in the number of births cannot be implicitly demonstrated due to a change in format for collecting the birth data, the above information suggests that there is an upward trend in the number of births within the City of Fresno.

Table 8 depicts the number of births within the city, by zip code, for the period of 1986-89.

Table 8
Number of City of Fresno Births
By Zip Code, Years 1986-89

<u>Zip Code</u>	<u>No.of Births</u>
93701	2,331
93702	5,208
93703	2,604
93704	1,672
93705	2,191
93706	3,179
93710	2,279
93711	1,587
93721	385
93725	1,668
93726	2,538
93727	3,190
93728	1,321
<hr/>	
Total Births 1986-89	30,146
Average Annual Births	7,537

Source: Fresno County Health Department, 1990

The majority of these births were to women between the age of 20-29. From 1986-89, women between the ages of 20-29, living in the City of Fresno, gave birth to 17,418 or 57.8 percent of the total 30,146 babies. Women over the age of 30 gave birth to 7,923 or 26.3 percent of the total number of newborns for this same time period.

However, during 1986-89, within the City of Fresno, it is significant to note that women 19 years of age and younger gave birth to more than one out of every six babies born; giving birth to 4,791 babies or 15.9 percent of all births for this same period of time.

Incidence of Disease/Death

Within the region, there are four primary reasons why individuals receive emergency medical care from local area hospitals. These reasons include: heart disease, stroke, respiratory failure, and accidents resulting in loss of consciousness, internal hemorrhaging or broken bones. This correlates with the incidence of death from heart disease, strokes, and accidents among the general population.

As of 1988, according to the State Department of Health Services, Health Statistics Branch, within Fresno County's general population, the death rate for the diseases categorized above occur with the following incidence:

Table 9
Major Causes of Death Requiring
Emergency Medical Care
In Fresno County, 1988

Heart Disease	Stroke	Resp. Failure	Accidents	Total
1,542	306	405	330	2,583

Source: California State Department of Health Services, Health Data and Statistics Branch, Health Demographics Section, Deaths from Selected Causes, California Counties, 1988, By Place of Residence, Table 5-10

As with the general population across the United States and California, individuals living in Fresno County are continuing to seek medical in-patient hospitalization for a number of chronic and acute diseases and other health problems. One of the most prevalent of these health problems is cancer and other forms of malignant neoplasms. The incidence of hospitalization for pneumonia, influenza, arteriosclerosis, and pulmonary disease among Fresno County's population is also reported to be on the rise among local area hospitals.

As of 1988, according to the State Department of Health Services, Health Statistics Branch, within the general population of the four-county region the death rate for the diseases categorized above occur with the following incidence:

Table 10
Major Causes of Death Requiring
In-patient Hospitalization
In Fresno County, 1988

Cause of Death	Number of Deaths
Cancer	980
Pneumonia	133
Influenza	5
Arteriosclerosis	55
Pulmonary Disease	204
<hr/>	
Total	1,377

Source: California State Department of Health Services, Health Data and Statistics Branch, Health Demographics Section, Deaths from Selected Causes, California Counties, 1988, By Place of Residence, Table 5-10

The above incidence of disease and death directly impact the emergency, police, fire, and ambulatory services as it occurs within the City of Fresno.

Social Participation

Social participation represents the level of involvement or the extent to which individuals in the local community actively take part and support the operations of the various service delivery systems and the resulting activities. The responsibility for the level of social participation within a community reflects a partnership between local government, private business, and the individual citizen.

Voter Participation

According to the Fresno County Clerk's Office, Elections Division, since 1987, only the general, presidential, and gubernatorial elections have elicited 40 percent or greater turnout by voters in

the City of Fresno. Table 11 demonstrates the voter turnout in the City of Fresno for elections held since March 1987.

Table 11
Voter Turnout in the City of Fresno
Total Ballots and Percentages
March 1987-November 1990

<u>Date of Election</u>	<u>Total Voters Registered</u>	<u>Total Voter Turnout</u>	<u>Percent</u>
March 1987	147,411	34,075	23.1%
November 1987	148,065	32,197	21.7%
June 1988*	144,156	61,824	42.9%
November 1988*	156,416	100,664	64.4%
March 1989	148,682	47,660	32.1%
November 1989	150,244	23,375	15.6%
November 1990*	151,290	75,735	50.1%
Average	149,466	53,647	35.9%

* Presidential or gubernatorial primary or election.

Source: Fresno County Clerk's Office, Elections Division, December 28, 1990

These statistics reflect the fact that within the general population of the City of Fresno, on average, only one out of every three registered voters cast a ballot in an election. Historically, according to the Elections Division, voter participation among minorities falls below the voting patterns of the general population. (Fresno County Clerk's Office, Elections Division, December 28, 1990)

Volunteer Work

The level of volunteerism and the donation of time, energy, and finances to charitable institutions within the City of Fresno suggest that individuals and businesses who give privately to local organizations demonstrate a cautious, but generous attitude. (Fresno Bee, December 14, 1990, p. B1) While the level of volunteerism has drawn concern from some, (Fresno Bee December 23, 1990, p. A8) others contend that the demand and competition for donations in the City of Fresno can be overwhelming. (Fresno Bee December 24, 1990, p. 6)

In 1990, the Volunteer Bureau received approximately 170 requests for volunteer assistance to support various community activities including, but not limited to, literacy instruction, computer assistance, hot meals on wheels, hospice care, and tutoring. In response to these requests, 74 volunteer placements were established during 1990.

Based on the continued support the Volunteer Bureau receives through court referrals, 2,000 placements to local community-based, non-profit agencies were also developed during 1990. (Volunteer Bureau, January, 1991)

Fresnans are confronted with donating time, energy, and finances in two specific areas:

- 1) Towards social service agencies which would assist individuals to regain independence and empower families to break the cycle of poverty; and
- 2) The advancement of those programs or events which would improve the aesthetic, cultural, and social activities within the community.

There is a clear absence of community priorities to provide corporate and individual donors with an established direction for their generosity.

Statistical Indicators

Drugs and Crime

According to the Fresno Police Department, in 1990 there will be a total of 4,483 narcotic-related offenses within the city's geographical boundaries. This represents a .3 percent increase in the total 4,471 narcotics-related offenses reported by the Fresno Police Department for 1989. However, since 1987, there has been a 12.7 percent growth in the total number of narcotics-related arrests, increasing from 3,978 to 4,483. (Fresno Police Department statistics as reported in the Fresno Bee, December 20, 1990, A18)

Although the growth rate in overall narcotic offenses appears to have significantly slowed during the last three years in the City of Fresno, the pattern for drug usage arrests (a specific type of narcotics offense) demonstrates a continued increase. Between January and November 1989 and the same time period in 1990, the Fresno Police Department reports a 31.9 percent increase in the number of persons arrested for drug-use. (Fresno Police Department statistics as reported in the Fresno Bee, December 20, 1990, A18)

The use of drugs and narcotics-trafficking continues to absorb a tremendous amount of police, fire, and emergency medical resources within the City of Fresno. Based on findings from the Special Investigations Unit of the Fresno Police Department, current estimates project that 50 percent to 80 percent of the crime committed within the City of Fresno is drug related. (Fresno Police Department statistics as reported in the Fresno Bee, December 20, 1990, A18)

This sentiment is echoed by various city and county law enforcement and court officials who indicated in 1989 that the utilization of drugs and narcotic-related offenses represented approximately 70 percent of all arrests, hearings, and court dispositions within Fresno County. (Children's Interagency Committee, September, 1989)

In Fresno County during 1989, out of a total 6,189 arrests performed by the Fresno Sheriff's Department, 2,276 of these arrests (36.8 percent) were classified as substance abuse-related. According to the Fresno Sheriff's Department, during 1989, the primary substance of choice was alcohol which accounted for 1,618 of the 2,276 total arrests. (Fresno County Sheriff's Department, 1990)

The latest state crime statistics available from the California State Office of the Attorney General reveal startling information regarding the City of Fresno.

1. Of the city's total 1988 population of 317,500 persons, a total of 32,917 misdemeanor and felony arrests were performed. These arrests reflect a cumulative total, including those individuals arrested more than once.
2. Of the total 32,917 arrests in Fresno for 1988, 6,555 or 19.9 percent were juvenile arrests of individuals under the age of 18. Of the cumulative arrests, almost one in five arrests were of juveniles during 1988.
3. Of the total 46,866 misdemeanor and felony arrests within Fresno County for 1988, cumulative arrests occurring in the City of Fresno accounted for 70.2 percent of all arrests. (California State Office of the Attorney General, Criminal Justice Profile, Fresno County, 1988)

Fresno's Police Department, in conjunction with the Fresno County Probation Department, operates a joint Police/Probation Team to address issues pertaining to juvenile crime and delinquency within the city. In 1989, the Police/Probation Team cited 3,548 youths. Of these citations, the majority, 2,179 or 61 percent, resulted in an informal violation of Welfare and Institution Code 654. (Fresno County Probation Department, Annual Report, 1989)

The number of citations issued by the Police/Probation Team in 1989 represents a 51.4 percent increase over the last four years. In 1985, the Police/Probation Team issued 2,344 citations to juveniles for various reasons within the city. (Fresno County Probation Department, Annual Report, 1985)

Drug-Exposed Infants

Within the nine-county region of the San Joaquin Valley, the incidence of drug-exposed and drug-addicted infants is growing at a rapid pace. Health departments and hospital staff throughout the region indicate that the number of infants born addicted to drugs poses a significant problem to the local health and social service delivery network.

At Fresno County's Valley Medical Center, of the 3,400 births which occurred in 1989, an estimated 10 percent or 340 babies were identified as drug-exposed newborns. (Children's Interagency Committee, August 1989)

This information is corroborated through information on newborn infants treated in Valley Medical Center's Neonatal Intensive Care Unit (NICU).

During fiscal year 1988-89, of the 336 admissions to Valley Medical Center's NICU, an estimated 43 infants were determined to be drug and/or alcohol exposed. Although this depicts a 13 percent rate of exposure, caution should be used in generalizing this to the entire newborn population. (Fresno County Health Department, August 1990)

In 1988, based on findings from the California Department of Alcohol and Drug Programs, of the 482,530 statewide births, between 59,000 and 72,000 involved some form of prenatal substance abuse. Statewide, this reflects a 12.2 percent - 14.9 percent rate of exposure.

According to the Fresno County Health Department, if these estimates were applied to the estimated 8,326 births within the City of Fresno during 1989, approximately 1,016 to 1,241 births (12.2 percent - 14.9 percent) may have involved prenatal exposure to drugs and/or alcohol. (California Department of Alcohol and Drug Programs, June 1990; Fresno County Health Department, August 1990)

Youth Gangs

In 1981, the Fresno County Children's Interagency Committee issued a task force report on youth gangs. The report was requested by the Fresno Police Department (FPD) in order to

explore the issue of youth gangs in Fresno County. Based on an assessment by FPD, it was determined that during the early 1980s, many communities within Fresno County were experiencing youth gang activities.

Conclusions supporting the increase in youth gang activity reflected a significant increase in violent crimes among juveniles within the City of Fresno between 1976 and 1980.

As reported:

- In 1976, there were 77 juveniles arrested for aggravated assault as compared to 208 in 1980; an increase of 170 percent.
- In 1976, there were 25 juveniles arrested for weapon offenses as compared to 96 in 1980; an increase of 284 percent.
- In 1976, there were 64 juveniles arrested for robbery compared to 163 in 1980; an increase of 155 percent. (Fresno County Children's Interagency Committee, Task Force Report on Youth Gangs, April, 1981, p. 5)

By July 16, 1988, in response to a continual growth in youth gang violence, the Fresno Police Department implemented a Youth Gang Task Force. Since its implementation, the Youth Gang Task Force has identified 20 separate and distinct gangs with a total of 343 members within Fresno. (Fresno County Probation Department, Magnet Proposal, 1988)

Based on the continued identification of youth gang activities in 1989, the FPD Youth Gang Task Force, through their surveillance, had identified a total of 40-50 formal and loosely associated youth gangs totaling 1,100 to 1,500 members in the City of Fresno. (Fresno County Probation Department, Drug Prevention and Education Proposal, 1989)

Environmental Conditions

Due to a combination of environmental factors and other living conditions within the Fresno community, a number of national and regional studies and surveys have been critical of the city's quality of life. A majority of these studies have rated life within the City of Fresno as marginal based on a number of factors which contribute to environmental stress. These factors include: crime, population crowding, education, air quality, hazardous waste, water, and sewage. (Pierce, 1984; Bowman, et al, 1983; Marlin and Avery, 1983; Levine, 1988)

Air Quality

Unless major changes are implemented regarding the declining air quality within the City of Fresno and its surrounding communities, it is projected that, within the next decade, Fresno could potentially become one of the cities with the highest rate of air pollution in the United States.

Additionally, the ongoing population growth within the City of Fresno and the San Joaquin Valley, in general, continues to contribute to the increasing levels of carbon monoxide and smog. Based on findings from the California State Air Resources Board, the proliferation of electrical power-producing plants which are needed to support the population growth lowers the air quality.

Within the San Joaquin Valley, the number of these power-producing plants increased from one in 1980, to 50 in 1989. (Fresno Bee, September 30, 1990, pp. A1, A8)

Water Quality

In addition to annual rainwater which creates a local watershed, the City of Fresno pumps approximately 110 million gallons of water per day from an estimated 240 wells to meet the needs of its residents. This groundwater supplies an important source of water which the city can rely on in times of drought. (Fresno Bee, December 23, 1990)

As the City and County of Fresno enter the fifth year of drought, continued population growth in the city has added to the historical patterns of over-drafting the existing groundwater basin. In addition, a number of wells supporting the city and county's existing supply of groundwater are considered to be contaminated by a number of toxic substances such as DBCP. (Fresno Bee, October 5, 1990, pp. H1, H4)

Noise Levels

The City of Fresno's General Plan (1984) indicated that noise was expected to become an increasingly important environmental issue within the local metropolitan area. The city continues to receive complaints from residents who live adjacent to some segments of Fresno's major surface streets.

At the Fresno Air Terminal, over the next two decades, according to the general planning efforts of the city, noise levels are expected to slightly increase. Based on the flight path of airplanes taking off and landing, it is estimated that more than 9,000 persons residing near the airport are exposed to decibel levels in excess of 64 db's.

Overall, the city anticipates the continued growth in population and development of high density structures will add to the local noise levels within Fresno. (Fresno City General Plan, 1984, p.57)

Transportation

As with other environmental factors impeding the quality of life within the City of Fresno, local transportation systems continue to be significantly impacted by the ongoing population growth and urban expansion.

A number of technical studies have documented and emphasized Fresno's increasing transportation problems since 1964. The construction of Freeway 41 and the major arterial offshoots by Caltrans were inhibited by federal, state, and local funding constraints. Major portions of freeways 180 and 168 will be funded through measure "C" monies.

By 1989, the City of Fresno's Development Department indicated that, without the construction of the above system, the city's projected population would involve the certainty of increased street congestion and street deficiencies. (Fresno General Plan, 1989, pp. 140-1) Additionally, according to the city's planning efforts, there continue to be problems with Fresno's existing grid system of arterial and local streets which are independent of the freeway system. According to the 1984 Fresno City General Plan, there are several locations where the street system is disrupted and the absence of major streets in a normal pattern has caused increased traffic volume on the adjacent streets. (Fresno General Plan, pp. 140-1)

This ongoing congestion has been magnified with increased residential densities in some areas. Circulation deficiencies exist on a number of streets within the city.

The need for increased transportation services in the metropolitan area is well established. By 1984, annual ridership on the Fresno Transit System was estimated at 7.65 million passengers. (Fresno General Plan, 1985, pp. 140-1)

The City of Fresno's Development Department continues to emphasize the importance of public transportation. Based on the growing environmental and social cost/impact of automobile exhaust and utilization of urban land usage, the enhancement of Fresno's public transportation system is of critical importance. (Fresno General Plan, 1985, pp. 140-1)

Other factors which could increase transit ridership include higher automobile operating costs, future fuel crises, school busing policy, and an improved economy. The potential for

increased ridership exists for Fresno since an estimated 82.5 percent of the 1980 population reside within one-quarter mile of an existing transit route. (Fresno General Plan, p. 152)

Refugee Resettlement

Since the late 1970s, Fresno County and the City of Fresno, in particular, have experienced a substantial secondary migration and influx of Southeast Asian refugees. Early estimates indicated that by 1982, there were 8,000 Southeast Asian refugees of Hmong (6,800) and Vietnamese (1,200) descent living in Fresno County. (Fresno County Department of Social Services, May 1989)

By 1985, it was estimated that 23,000 Southeast Asian refugees resided within Fresno County. This represents a 188 percent growth in the number of Southeast Asians living in Fresno County in a three-year period. These refugee families were comprised primarily of Cambodian (1,300), Hmong (16,300), Lowland Lao (5,400), Vietnamese (2,000), and other refugees (3,000). (Fresno County Department of Social Services, May 1989)

It was estimated that by 1988, 39,000 Southeast Asian refugees resided within Fresno County. This represents a 388 percent growth in the number of Southeast Asians living in Fresno County in a six-year period. These refugee families were comprised primarily of Cambodian (3,200), Hmong (19,300), Lowland Lao (7,500), Vietnamese (2,800), and other refugees (6,200). (Fresno County Department of Social Services, May 1989)

As of 1991, the Fresno County Department of Social Services projects that there are 49,300 refugees living in Fresno County; an increase of 516 percent in nine years. (Fresno County Department of Social Services, Plan for Refugee Services, 1990)

According to the 1990 Fresno County Plan for Refugee Services, ongoing demographic statistics indicate that nearly all of the refugees in Fresno County live within the confines of the greater Fresno metropolitan area. The highest concentrations of refugees occurring in specific sections of the city. (Fresno County Department of Social Services, Plan for Refugee Services, 1990)

Immigration and Naturalization

There is a tremendous amount of ethnic and cultural diversity in the City and County of Fresno. In addition to a significant number of citizens and refugees who represent a variety of ethnic backgrounds, Fresno County is also home to a number of undocumented individuals, as well as eligible legalized aliens (ELA), primarily of Hispanic descent.

In 1988, the Fresno Immigration and Naturalization Service (INS) estimated that there was a minimum of 30,000 undocumented individuals residing in Fresno County. (INS, 1988)

However, with the passage of the Immigration Reform and Control Act (IRCA) of 1986, undocumented persons who can establish that they entered the United States before January 1, 1982, and have unlawfully resided in the United States continuously since that time, are eligible for designation as "temporary residents".

By 1988, according to the Fresno County Immigration Reform and Control Task Force, the Fresno District INS, which encompasses Fresno, Tulare, Madera, and Kings Counties, projected more than 110,000 applications for amnesty would be made prior to the close

of the filing period and that the majority of these would be from Fresno County.

According to a report compiled by the County Welfare Directors' Association, Adult/Refugee Committee, IRCA Subcommittee, as of January 1990, there was a total of 51,931 applications for temporary resident status in Fresno County alone, which were approved. A majority of these applications, approximately 90 percent, represented eligible legalized residents who are of Hispanic descent.

The number of Eligible Legalized Aliens in Fresno County represents 3.3 percent of the total ELA applications approved on a statewide basis. (County Welfare Directors' Association, Adult/Refugee Committee, IRCA Subcommittee, September 1990)

Public Assistance Rates

By November 1990, an average of 173,599 persons per month received cash and/or medical assistance in Fresno County. (Fresno County Department of Social Services' Departmental Summary Reports, November 1990). Since the eligibility for cash and medical assistance is based on a percentage of the federal poverty guidelines, this means that 27.6 percent (more than one in four persons) of the county's population of 628,998 required financial assistance or medical services because their total income and resources fell below the poverty guidelines established for these programs.

Between November 1989 and November 1990, the average number of persons per month receiving cash and/or medical assistance increased by 5,522, representing a single year increase of 3.2 percent. (Fresno County Department of Social Services' Departmental Summary Reports, November, 1989, 1990)

For all of 1989, according to the Fresno County Department of Social Services, an average of 163,331 persons received public assistance in Fresno County, reflecting 26.3 percent of the total county population. Between 1979 and 1989, the average monthly number of persons receiving public assistance in Fresno County increased from 97,893 in 1979, to 163,331 in 1989; a growth of 65,438 persons or 66.8 percent in ten years. (Fresno County Department of Social Services' Departmental Summary Reports, 1979-89)

As of June 1990, an estimated 78 percent of all public assistance recipients in Fresno County resided within the Fresno-Clovis metropolitan area. Based on all categories of public assistance, as well as In-Home Supportive Services clients, an estimated 140,160 persons received cash and/or medical assistance in the Fresno-Clovis metropolitan area of Fresno County during June 1990. (Fresno County Department of Social Services' Departmental Summary Reports, June 1990; Fresno County Department of Social Services' Client Profile, June 1990)

Since the eligibility for cash and medical assistance is based on a percentage of the federal poverty guidelines, this means that 41.2 percent (more than one in every three persons) of the city's population of 340,000 required financial assistance or medical services because their total income and resources fell below the poverty guidelines established for these programs.

The above statistics reflect the finding that a substantial proportion of the county's population which is near or below the federal poverty guidelines live within the City of Fresno's boundaries.

Public Assistance by Ethnicity

In Fresno County, the number of persons utilizing public assistance programs are disproportionately comprised of minorities. As of June 1990, Hispanics comprised 40 percent of all persons receiving public assistance in the Aid to Families with Dependent Children, Food Stamps, and General Relief. Southeast Asians comprised 23 percent, Caucasians comprised 20 percent, African Americans comprised 11 percent, and other remaining groups comprised 6 percent of these same programs.

Table 12 provides a comparison of Fresno County's total population by ethnicity to the county's public assistance population by ethnicity.

Table 12
A Comparison of Fresno County's
General vs. Public Assistance Population
By Ethnicity, June 1990

	<u>African American</u>	<u>Caucasian</u>	<u>Hispanic</u>	<u>Southeast Asian</u>	<u>Other</u>
General Population	5%	51%	36%	8%	0%
Public Assistance	11%	20%	40%	23%	6%
Difference	+6%	-31%	+4%	+15%	+6%

Source: 1990 U.S. Census; Fresno County Department of Social Services, Client Profile, June, 1990

With regard to ethnicity, one of the most significant findings for the City of Fresno is based on the high utilization of cash and medical assistance programs by Southeast Asians. Of the estimated 49,000 Southeast Asian refugees living in Fresno County in 1990, an estimated 60 percent (29,436) received some form of public cash, medical, or social assistance. (Fresno County Department of Social Services, Plan for Refugee Services, 1990)

Even more startling is the finding that, of those Southeast Asian refugees receiving public assistance in Fresno County, an estimated 90 percent, or 26,592 of the 29,436 total refugee population live within the geographical boundaries of the City of Fresno. (Fresno County Department of Social Services, Plan for Refugee Services, 1990) Appendix B provides an overview of the number of Southeast Asian refugees receiving public assistance within the Fresno-Clovis metropolitan area.

Homelessness

In December 1988, the Adult Interagency Task Force released a comprehensive study and assessment of homelessness in Fresno County. This task force report documented a number of factors contributing to the prevalence of homelessness in the City of Fresno, as well as its surrounding communities. The findings of this task force report concluded that a number of people living in Fresno County were either homeless or on the verge of becoming homeless. (Fresno County Adult Interagency Committee, Task Force Report on Homelessness, 1988)

Specifically, the task force determined that during calendar year 1987, local emergency and transitional housing information indicated that a minimum of 2,259 families, which comprised 7,841 individuals, received housing assistance from seven of the primary shelter providers in Fresno County. (Fresno County Adult Interagency Committee, Task Force Report on Homelessness, 1988, p. 5)

On the basis of the entire homeless service delivery network, the Fresno County Department of Social Services determined that in 1987 an estimated 36,000 unduplicated persons received housing assistance in Fresno County. On the basis of this statistic, one in 16 persons or six percent of the total county population required housing assistance during 1987. (Fresno County Department of Social Services, May 1988 as reported in the Fresno County Adult Interagency Committee, Task Force Report on Homelessness, 1988, p. 5)

Since fiscal year 1987-88, both the City and County of Fresno have operated an Emergency Shelter Grant Program (ESGP), in accordance with the Stewart B. McKinney Act which expanded the scope of federal funding available to assist emergency and transitional programs designed to help the homeless.

To date, the major focus of the ESGP funds has been to support the provision of the 150+ unit Multi-Purpose Center, emergency and transitional shelter facility operated by the Fresno County Economic Opportunities Commission in the City of Fresno. Currently, funds are also being dispersed to support other shelter activities including, but not limited to, the Crisis Resolution Center and the Marjaree Mason Center. (Fresno City and County Emergency Shelter Grant Program, 1990)

According to Fresno County's Comprehensive Homeless Assistance Plan for 1990, the current number of emergency shelter bedspaces continues to be inadequate to meet the demand of the homeless in Fresno County. (Fresno County Comprehensive Homeless Assistance Plan, July 1990, p. 1)

As indicated in the plan, it is estimated that an average of five percent of the Fresnoans seeking shelter on any given night in Fresno County are being turned away due to an absence of bedspace. (Fresno County Comprehensive Homeless Assistance Plan, July 1990, p. 1) As a result, the Fresno County Department of Social Services issued payments to temporarily house 859 individuals and families in motels during 1989.

It should be noted that, due to the expense and unsuitability of such arrangements (especially for children), it is a strict policy that this type of lodging be provided only when alternative bedspace at a shelter is unavailable.

In addition, statistics from Fresno County's emergency and supportive food servicing agencies demonstrate the need for supportive food services to the homeless or potentially homeless population.

1. During the last three months of 1987, 83,708 meals and/or food boxes were provided to individuals in Fresno County by three of the major emergency food providers. (Department of Social Services, Quarterly Reports, 1987)
2. The number of persons and households applying for and receiving immediate-need food stamp benefits in Fresno County increased on an average from 1,505 issuances during fiscal year 1985-86 to 1,895 issuances during fiscal year 1987-88. These figures represent an annual increase of 25.9 percent in the total number of expedited services to individuals and families requiring emergency provision of food stamp coupons due to a crisis. (Fresno County Adult Interagency Committee, Task Force Report on Homelessness, 1988, p. 5)

There are two additional critically important factors demonstrating the impact of homelessness in Fresno County. These two factors involve:

1. Recidivism rates at local family shelters continue to reach as high as 30 percent each year. For single person shelters, the annual recidivism rates may be as high as 70 percent.
2. During the past ten year period of 1978-88, Fresno County experienced a net loss of more than 800 Section 8 Single Room Occupancy (SRO) rehabilitation housing certificates. This loss has the most dramatic impact on the low-income elderly, the disabled, and the mentally ill. (Fresno County Adult Interagency Committee, Task Force Report on Homelessness, 1988, p. 6)

Local Housing Conditions

In an effort to summarize information on Fresno's housing outlook, the City of Fresno prepared a detailed overview of local housing conditions in its 1988 edition of the Fresno Statistical Abstract. Three fundamental points outlined in the abstract are:

1. As of January 1987, the city's overall vacancy rate for housing units was 2.83 percent. This reflects a 4.64 percent decrease in the number of available housing units in the City of Fresno since April 1980.

2. During January 1985, 34,882 families and lower income homeowners required housing assistance through several federal and state funded programs (primarily Community Development Block Grants - CDBG). This statistic indicates that 34 percent, or one in three households, were in need of housing assistance during January 1985.
3. The principle ethnic group which reflects the greatest need for housing assistance is the Southeast Asian refugee population.

Characteristics

The homeless population in Fresno has placed a tremendous burden on the delivery system to adults and families. Conservative estimates of the number of homeless in Fresno County range from 1,700 to 3,500 individuals. In June 1988, the Adult Interagency Task Force on Homelessness conducted a survey of twelve emergency and transitional shelters in Fresno County. This survey revealed the following statistics:

1. Sixty-five percent of the homeless population, utilizing eight of the major shelters in Fresno County, are above the age of 18. Of the remaining 35 percent who were below the age of 18, almost three out of four children (73 percent) were between the ages of 0-12.
2. Sixty-two percent of the homeless population, utilizing nine of the major shelters in Fresno County, are men.
3. The ethnic breakdown of clients served in seven of the twelve shelters surveyed depict the following distribution: Caucasian 39 percent, Hispanic 39 percent, African American 18 percent, Native American 1 percent, Asian 1 percent, and Other 2 percent. (Fresno County Adult Interagency Committee, Task Force Report on Homelessness, 1988, p. 6)

There is a variety of additional statistics which furnish some revealing characteristics of the homeless population. These characteristics include:

1. There are approximately 5,000 families currently on Fresno County's Section 8 waiting list. In 1987, the Public Housing Authority estimated that 10 percent of those families on the waiting list were classified as emergency housing situations where individuals/families needed immediate access to shelter due to evictions, fires, or other catastrophes.
2. In a report to the Fresno City Council in September 1987, it was indicated that on the basis of the available number of

emergency housing shelters which provided (at that time) a total bedspace of 500, less than 15 percent of the homeless were receiving the emergency housing they needed. (Report to the Fresno City Council, September 1987, p. 5)

3. On the basis of this same report, estimates of the number of individuals and families turned away from shelters were projected to range as high as 100-200 per month.

Homeless Assistance Program

Since February 1988, the State of California has operated a statewide specialized homeless assistance component within the Aid to Families with Dependent Children (AFDC) Program. In Fresno County, this program became effective in 1988. Since its early inception, the Homeless Assistance Program has experienced a dramatic increase in the number of persons who are eligible for homeless assistance benefits.

In spite of the fact that this program has drawn heavy criticism for potential client fraud, the growing number of families who utilize the program reflects individuals who are looking for alternative sources of revenue to supplement their budgets. Table 13 depicts the growth in the number of persons receiving homeless assistance in Fresno County.

Table 13
Number of AFDC Clients Receiving
Homeless Assistance Benefits
in Fresno County, June 1988; November 1990

<u>Issuance Date</u>	<u>Number of Cases</u>	<u>Amount of Issuance</u>	<u>Average \$ Issued per case</u>
June 1988	304	\$86,554	\$285
November 1990	958	\$453,252	\$473
Change	+654	+\$366,698	\$188

Source: Fresno County Department of Social Services,
Homeless Assistance Control Log, June 1988; November 1990

Although a distinct comparison between the above two dates cannot be derived, the statistics reflect a tremendous increase and potential for a threefold growth in the number of families accessing Homeless Assistance Program benefits in Fresno County. Based on November 1990, statistics there is further potential for a \$4,000,000 annual Homeless Assistance Program in Fresno County.

Problems of Youth

In examining the issues related to youth and adolescents at the local level, there have been a number of critical needs assessments. Although these assessments have been conducted for a variety of reasons, the analyses of youth in both the City and County of Fresno have been both definitive and comprehensive in nature. Among these assessments are:

1. Various Children's Interagency Task Force Reports;
2. The Children's Needs Assessment - June 1988;
3. Making the Grade - 1989;
4. The Assessment of Need for the Community Youth Shelter - 1990.

Rather than attempting to duplicate information identified in these community needs assessments, primary findings, sections and excerpts from some of these reports are alluded to and synthesized as they relate to the delivery of services to youth and adolescents in the City of Fresno. Specifically, these areas are subdivided into four primary categories: teenage pregnancy; school dropouts; youth unemployment; and juvenile delinquency.

Teenage Pregnancy

Based on information which was distributed at the "Making the Grade", Fresno Town Summit Meeting, teenage pregnancy continues to be a major youth-related problem within the city and county of Fresno. By 1986, of the 26,099 females aged 14-19, the projected pregnancy rate in Fresno County was 82 for every 1000 teenage females. Between 1984 and 1986, the teenage pregnancy rate increased by 2.5 percent from 80 pregnancies for every 1000 teenage females. (Making the Grade, Fresno Town Summit Meeting, 1989)

Of the total 1,823 live births to females, aged 14 to 19 years in Fresno County, 79 percent were to females between the ages of 17-19. In addition, this information indicates that a majority of births to teenage females in Fresno County occur among ethnic minorities. Table 14 provides an overview of the births to teenage females in Fresno County by ethnicity.

Table 14
Number of Live Births to Females, Ages 14-19
Within Fresno County, By Ethnicity, 1986

<u>Ethnicity</u>	<u># of Births</u>	<u>% of Total</u>
African American	893	49.0%
Asian/Pacific Islander	55	3.0%
Caucasian	237	13.0%
Hispanic	492	27.0%
Native American	109	6.0%
Unknown	37	2.0%
<hr/>		
Total	1,823	100.0%

Source: Making the Grade Report Card, Fresno Town Summit Meeting, 1989

While the above information demonstrates the growing number of pregnancies among teenage females, especially ethnic minority females, there is also a significant number of low-income teenage households with children residing in the City and County of Fresno. These teenage households are overrepresented by ethnic minorities. As reported in the Fresno Town Summit Meeting and documented by statistics from the Fresno County Department of Social Services, of the 679 teenage AFDC head-of-households in Fresno County during 1989, 85.7 percent were comprised of minority youth.

School Dropouts

There is a tremendous number of youth and adolescents dropping out of school within the Fresno Unified School District. Fresno County's Children's Services Needs Assessment (1988) indicated that an estimated 2,000 high school youth in grades 9-12 dropped out of high school within the City of Fresno during 1987. This represents an annual dropout rate of 12 percent.

In addition to those adolescents who dropped out of high schools in the Fresno Unified School District during 1987, another 7,600 or an estimated 45 percent of the remaining high school-age youth were in danger of dropping out during that same school year. (Fresno County Children's Services Needs Assessment, 1988, p. 21)

By 1992, it is projected that of the 75,000-80,000 school-aged youth who reside in the City of Fresno, an estimated 2,700 adolescents will drop out of school.

An additional 10,000 youth will be at risk of dropping out; more than half of these at-risk students will be elementary school-age children. (Fresno County Children's Services Needs Assessment, 1988, p. 49)

The principle factors contributing to the high frequency and recurring incidence of school dropouts in the City of Fresno include, but are not limited to, teenage pregnancy; substance abuse; the absence of adequate supervision; the unavailability of adequate employment for high school youth; involvement in delinquent activities; and the absence of opportunities, in general, for low-income youth. It should be noted that in the City of Fresno, these causal factors occur with greater frequency and severity among ethnic minority youth.

Youth Unemployment

While unemployment rates for youth in general are often high, unemployment for minority youth can be characterized as severe. National estimates of minority youth unemployment range as high as 50 percent. In spite of this, some youth find work, but a vast majority are often relegated to jobs which are part-time or minimum wage.

In 1990, the Youth Service Center Planning Committee indicated that the estimate for the number of youth who were unemployed in Fresno County could range as high as 30 percent of the total population of youth. According to this planning committee, out of the 75,000 youth aged 12-21 residing in Fresno County during 1990, an estimated 22,500 adolescents and young adults could be unemployed and in need of further employment-related services. (Youth Service Center Planning Committee, Statement of Need, 1990)

Juvenile Delinquency

The impact of juvenile delinquency on the City of Fresno continues to produce a substantial drain on the availability of local community resources. According to the Youth Service Center Planning Committee's Statement of Need, during 1985, the Fresno Police Department responded to a monthly average of 300 juvenile-related calls. (Youth Service Center Planning Committee, Statement of Need, 1990)

In 1987, as reported in the Children's Services Needs Assessment, local law enforcement agencies in Fresno County referred 9,578 minors to the Fresno County Juvenile Probation Intake for potential court action as the result of delinquent activities.

This statistic represents a 97 percent increase in the number of youth referred to the Probation Department since 1982. (Fresno County Children's Services Needs Assessment, 1988, p. 49)

By 1989, 10,866 minors were referred to the Fresno County Juvenile Probation for intake into the court system. This reflects a two-year increase of 1,288 referrals or 13.4 percent. (Fresno County Probation Department Annual Reports, 1987, 1989)

Of those agencies referring children for admission to the Fresno County Juvenile Hall, the Fresno Police Department continues to be the primary referring agency. Of the 4,965 children referred to Juvenile Hall in 1985, the Fresno Police Department was responsible for 2,476 or 49.9 percent of the total referrals. By 1989, of the 5,192 total referrals to Fresno County's Juvenile Hall, the Fresno Police Department was responsible for 2,637 or 50.8 percent. (Fresno County Probation Department Annual Reports, 1985, 1989)

As with other youth-related problems in Fresno, juvenile delinquency is disproportionately represented among ethnic minority adolescents. Of the total 5,192 juveniles detained at the Fresno County Juvenile Hall in 1989, 74.6 percent were ethnic minorities.

Table 15 provides a summary of the number of juveniles detained at the Fresno County Juvenile Hall, by ethnicity and gender, during 1989.

Table 15
Ethnicity and Gender of
Juveniles Detained at Juvenile Hall
1989

<u>Ethnicity</u>	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
African American	818	117	935
Asian/Pacific Islander	8	0	8
Caucasian	1,043	278	1,321
Hispanic	2,081	415	2,496
Native American	27	8	35
Southeast Asian	351	24	375
Other	20	2	22
<hr/>			
Total	4,348	844	5,192

Source: Fresno County Probation Department Annual Report, 1989

One particular aspect of juvenile delinquency, runaway youth, continues to be a focus of attention for the local Fresno community. According to statistics developed by Fresno Tomorrow for the Fresno County Economic Opportunities Commission Youth Service Center proposal, in 1989 alone, the Fresno Police

Department collected 3,468 reports of runaway youth; reflecting a 105 percent increase in two years. (Fresno County Economic Opportunities Commission, Youth Shelter Proposal, 1990, p. 3)

Even though there has been a tremendous increase in the number of runaway youth reported, local, community-based agencies in the Fresno area indicate that approximately 2/3 of the runaway youth served at these sites have yet to be reported as missing. (Crisis Resolution Center, 1988) In 1987, it was estimated that as many as 400 youth could be living on the streets of the City of Fresno and the surrounding communities. (County of Fresno Out-of-Home Care Task Force, 1987)

Community Health Care

AIDS

According to the California State Department of Health Services, in the City and County of Fresno the number of AIDS cases and the annual incidence rates of AIDS continues to increase at a slow, but steady pace. In a two-year period (October 1988 - September 1990), there was an increase of 13 AIDS cases reported in Fresno County. By September 1990, Fresno County had a cumulative total of 181 AIDS cases, reflecting an incidence rate of 9.5 per 100,000 persons. (California State Department of Health Services, Office of AIDS, October, 1990)

While the incidence of reported AIDS cases reflects a gradual growth, the estimates of Fresno County's infection rate for the AIDS virus vary between 6,000 and 30,000 persons. Based on the county's current population of 628,998, this reflects an infection rate of 1 percent to 4.8 percent of the total county-wide population. (Fresno County Health Department, 1990; California State Department of Finance, 1986)

Pediatric AIDS

The rate of pediatric AIDS cases in Fresno County and counties of the surrounding region is growing at a gradual, but steady increase. At present, of the 199 cases of pediatric AIDS reported within California, 27 (13.6 percent) are located in the nine-county region of Fresno, Kern, Kings, Madera, Mariposa, Merced, San Joaquin, Stanislaus, and Tulare Counties. The following table provides a breakdown of the geographic location of these cases.

Table 16
Pediatric AIDS Cases, County-By-County
San Joaquin Valley, August 1990

County	Number of AIDS Cases	Percent
Fresno	5	18.5%
Kern	15	55.6%
Kings	0	0.0%
Madera	1	3.7%
Mariposa	0	0.0%
Merced	1	3.7%
San Joaquin	2	7.4%
Stanislaus	2	7.4%
Tulare	1	3.7%
Total	27	100.0%

Source: County Health Departments of Fresno, Kern, Kings, Madera, Mariposa, Merced, San Joaquin, Stanislaus, and Tulare Counties, August 1990

Uninsured Population

One indicator of the absence of insurance among the local population is the number of births which were not covered by any form of private health insurance. In 1989, of the total 14,733

births in Fresno County, only 5,157 or 35 percent were covered by Blue Cross, Health Maintenance Organizations, or other private medical insurance companies. The remaining 9,576 births (65 percent) were covered by Medi-Cal (8,810), the Medically Indigent Program (48), Private Pay (590), Medicare (5), Workers Compensation (6), Other (57), Unknown (60). (Fresno County Health Department 1990)

Aging

In 1980, Fresno County had an elderly population (65 years of age or older) of 51,797 residents, representing 10.1 percent of the county population. By 1990, the elderly population of the county accounted for 10.4 percent or 69,269 persons, an increase of 17,472 persons during the decade. (U.S. Census)

As of April 1990, in Fresno County there was a total of 7,480 eligible, indigent, elderly recipients of the local county In-Home Supportive Services Program (IHSS). These individuals represent low-income elderly who are forced to rely on local cash and/or medical assistance programs in order to subsist. Between April 1985 and April 1990, there was a total increase of 3,509 (88 percent) in the IHSS program within Fresno County.

Child Care

Today, in the City of Fresno, there is a minimum of 25,000 single-parent, low-income families which are in need of child care or maintain employment which is dependent on stable child care providers. Additionally, as of September 1990, Fresno Unified School District, the primary school district impacting the City of Fresno, reported that there were more than 65,000 elementary and secondary school-aged children under the age of 18 years old. (Fresno County Department of Social Services, Cash Assistance Reports, 1990; Fresno Unified School District, Enrollment Statistics, May 1990)

Based on the above figures, it is estimated that more than 30,000 children are supervised in an out-of-home setting on a daily basis in the City of Fresno. The number of requests and referrals for child care within the City of Fresno are also increasing at a steady pace. According to the Central Valley Children's Services Network (CSN), in the first three months of the agency's 1989-90 fiscal year (from July-September 1989), CSN reported an average of 1,523 requests for referral to a community child care provider to the California State Department of Education. (Central Valley Children's Services Network, 1990)

By the end of the first three months of the Central Valley Children's Services Network 1990-91 fiscal year (July-September 1990), the total number of requests for referrals to child care providers in and around the City of Fresno had grown to 1,835. This reflects an average single year increase of 20 percent. (Central Valley Children's Services Network, 1990)

According to projections from the Assembly Office of Research, if the City of Fresno has similar child care needs to that of the State of California, in the next five years Fresno could experience at least a 12.5 percent increase in the number of children needing supervision and placement. This growth would require an increase of 3,750 placements; placements for which existing licensed and state-subsidized child care providers have no space. (California Assembly Office of Research, 1985)

Bibliography

California State Employment Development Department; Annual Planning Information - Fresno County; June, 1989.

California State Census Data Center; Census Summary Report (Summary Tape File 1), Fresno City; 1980.

California State Department of Finance, Population Projections for California Counties 1980 - 2020 with Age/Sex Detail to 2020 DOF Baseline 86; Report 86-P-3, Page 25, December, 1986.

California State Department of Finance, Demographic Research Unit; Fresno County Population and Housing Estimates; Report E-5, Page 10, January 1, 1990 (Run Date: April 26, 1990).

California State University, Fresno, School of Health and Social Work, Center for Data Analysis, Research, and Training, Comparative Household Growth Estimates for the City of Fresno, 1991.

City of Fresno, Development Department, Planning and Development Services Division, Research Section; Population City of Fresno, Fresno-Clovis Metropolitan Area, and County of Fresno, 1930-2020; 1990.

City of Fresno, Development Department, Statistical Abstract; 1989.

City of Fresno, Development Department, Planning and Growth Workshop; City of Fresno and Environs Growth Statistics; Page 4, April, 1990.

Fresno County and City Chamber of Commerce, Resource Center; Income Statistics; 1989.

Fresno Unified School District, Office of Educational Assessment Services; K - 12 Student Progression for 1988-89; Page 2, March 23, 1988.

Fresno Unified School District, Office of Educational Assessment Services; Comparative Enrollments for 1984-85; 1985.

Fresno Unified School District, Office of Educational Assessment Services; Comparative Enrollments for 1988-89; 1989.

Fresno Unified School District, Office of Educational Assessment Services; Comparative Enrollments for 1989-90; 1990.

Fresno Unified School District, Office of Educational Assessment Services; Ethnic Race Report by School for 1985-86; April, 1986.

Fresno Unified School District, Office of Educational Assessment Services; Ethnic Race Report by School for 1986-87; November, 1986.

Fresno Unified School District, Office of Educational Assessment Services; Ethnic Race Report by School for 1987-88; 1987.

Fresno Unified School District, Office of Educational Assessment Services; Ethnic Race Report by School for 1988-89; 1988.

Fresno Unified School District, Office of Educational Assessment Services; Ethnic Race Report by School for 1989-90; 1989.

Fresno Unified School District, Office of Educational Assessment Services; Primary Languages for 1980-89; June, 1989.

Fresno Unified School District, Office of Educational Assessment Services; Summary of Language Census Report Spring 1990 Count of Limited English Proficient (LEP) Students; 1990.

U.S. Department of Commerce, Bureau of the Census; County and City Data Book: A Statistical Supplement; Table 3, Largest 75 Cities by Selected Subjects, Page XXXVI, 1988.

U.S. Department of Commerce, Bureau of the Census; 1991.

U.C. BERKELEY LIBRARIES



C124908434

